This is a digital copy of a book that was preserved for generations on library shelves before it was carefully scanned by Google as part of a project to make the world's books discoverable online.

It has survived long enough for the copyright to expire and the book to enter the public domain. A public domain book is one that was never subject to copyright or whose legal copyright term has expired. Whether a book is in the public domain may vary country to country. Public domain books are our gateways to the past, representing a wealth of history, culture and knowledge that's often difficult to discover.

Marks, notations and other marginalia present in the original volume will appear in this file - a reminder of this book's long journey from the publisher to a library and finally to you.

Usage guidelines

Google is proud to partner with libraries to digitize public domain materials and make them widely accessible. Public domain books belong to the public and we are merely their custodians. Nevertheless, this work is expensive, so in order to keep providing this resource, we have taken steps to prevent abuse by commercial parties, including placing technical restrictions on automated querying.

We also ask that you:

+ *Make non-commercial use of the files* We designed Google Book Search for use by individuals, and we request that you use these files for personal, non-commercial purposes.

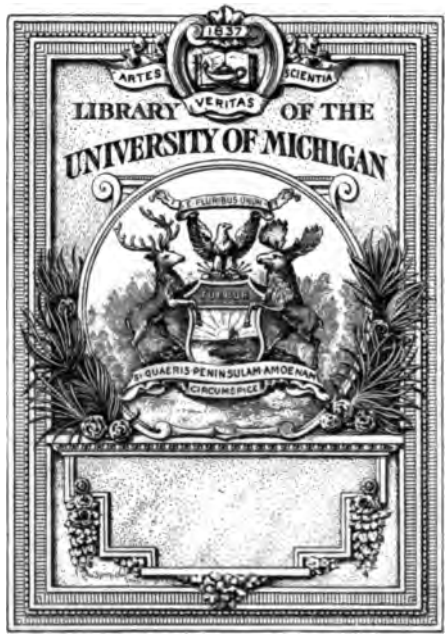
+ *Refrain from automated querying* Do not send automated queries of any sort to Google's system: If you are conducting research on machine translation, optical character recognition or other areas where access to a large amount of text is helpful, please contact us. We encourage the use of public domain materials for these purposes and may be able to help.

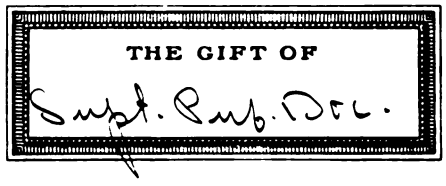
+ *Maintain attribution* The Google "watermark" you see on each file is essential for informing people about this project and helping them find additional materials through Google Book Search. Please do not remove it.

+ *Keep it legal* Whatever your use, remember that you are responsible for ensuring that what you are doing is legal. Do not assume that just because we believe a book is in the public domain for users in the United States, that the work is also in the public domain for users in other countries. Whether a book is still in copyright varies from country to country, and we can't offer guidance on whether any specific use of any specific book is allowed. Please do not assume that a book's appearance in Google Book Search means it can be used in any manner anywhere in the world. Copyright infringement liability can be quite severe.

About Google Book Search

Google's mission is to organize the world's information and to make it universally accessible and useful. Google Book Search helps readers discover the world's books while helping authors and publishers reach new audiences. You can search through the full text of this book on the web at `http://books.google.com/`


ARTES
SCIENTIA
VERITAS
LIBRARY OF THE
UNIVERSITY OF MICHIGAN
E PLURIBUS UNUM
SI QUAERIS PENINSULAM AMOENAM
CIRCUMSPICE


THE GIFT OF

60th Cong 1st Sess H. Doc 7, 92. 5361

TWENTY-FOURTH ANNUAL REPORT

OF THE

United States Civil Service Commission

FOR THE YEAR ENDED JUNE 30

1907

The previous Annual Reports of the Commission can be found at all public libraries

WASHINGTON
GOVERNMENT PRINTING OFFICE
1908

TABLE OF CONTENTS.

(See also Index.)

	Page.
REPORT OF THE COMMISSION TO THE PRESIDENT	1
Extent and growth of the service	1
Examinations and appointments	3
Noncompetitive examinations	4
Difficulties in recruiting the service	4
Labor regulations	5
Investigations	6
Political activity of employees in the competitive service	7
Arrears of Southern States	11
Temporary appointments	13
Amendments to the rules	13
Excepted positions	14
Reclassification of employees	16
The Postal Service	16
The Philippine civil service	17
The civil service in Porto Rico	18
National Assembly of Civil-Service Commissions	19
Needs of the Commission	20
ANNUAL REPORT OF THE CHIEF EXAMINER TO THE COMMISSION	23
Appeals from ratings	26
Frauds in examinations	26
Condition of the work	26

APPENDIX.

Civil-service act	29
Statutes affecting the classified service	41
Directory statutes	41
Prohibitory statutes without penalties	48
Penal statutes	52
Civil-service rules, with notes by the Commission	55
Rule I.—Politics and religion	55
II.—Classification of the service	58
III.—Examinations	63
IV.—Boards of examiners	64
V.—Qualifications of applicants	65
VI.—Ratings and eligibility	67
VII.—Certification	67
VIII.—Temporary appointment	71
IX.—Reinstatement	74
X.—Transfer	78
XI.—Promotion	83
XII.—Removal	86
XIII.—Report of changes	88
XIV.—Testimony	88
XV.—Withholding salary	89
XVI.—Regulations	90

Civil-service rules, with notes by the Commission—Continued.
Schedule A.—Classified positions excepted from examination— Page.
I. The entire classified service ... 91
II. Treasury Department ... 92
III. War Department ... 92
IV. Department of Justice ... 93
V. Post-Office Department ... 93
VI. Department of the Interior ... 94
VII. Department of Agriculture ... 94
VIII. Isthmian Canal Commission ... 95
IX. Department of Commerce and Labor ... 95
X. Interstate Commerce Commission ... 95
Labor regulations ... 97
Classification of the executive civil service ... 98
Civil-service districts ... 99
Regulations governing certain branches of the classified service outside of Washington ... 100
Publications of the Commission:
Manual of Examinations ... 101
Information for applicants ... 101
Miscellaneous information ... 101
Regulations ... 101
Archives of the Commission ... 102
Census of the executive civil service ... 102
Executive orders:
Orders amending general rules and regulations Interstate Commerce Commission ... 103
Transfer ... 103
Political activity ... 104
Transfer ... 104
Noncompetitive examinations for Indians ... 105
Certification ... 105
Temporary appointment ... 105
Orders amending Schedule A—
Navigating positions, torpedo planters ... 106
Clerks, Post-Office Service ... 106
Public Health and Marine-Hospital Service ... 107
Drivers of carriages ... 107
Shipping commissioners ... 107
Mint and Assay Service ... 108
Special agents, Interstate Commerce Commission ... 108
Orders affecting unclassified laborers:
Certifications outside of Washington, D. C. ... 109
Miscellaneous orders:
Promotion, classified laborers ... 109
Assistance to Porto Rican civil service commission ... 110
Waiver of examination in promotion or transfer ... 110
Civil Service Commission to aid in examinations for designation for appointment to the United States Military and Naval academies ... 110
Recommendations for legislation ... 110
Orders affecting classifications:
Post-Office Service ... 111
Laborers, Customs Service ... 111

Orders affecting classifications—Continued. Page.
Technologic branch, Geological Survey.... 112
Quartermaster's department, Honolulu, Hawaii.... 113
Indian Irrigation Service.... 113
Employees of Union Agency.... 113
Executive orders excepting persons named from the requirements of the rules.. 114
Investigations:
Political assessments and political activity—
Atlanta, Ga., post-office, case of George W. Tate.... 139
Chicago, Ill., post-office employees.... 139
Clanton, Ala., case of A. C. Smith.... 140
Boonesboro, Md., case of Samuel E. Young.... 140
Connellsville, Pa., case of George E. Showman.... 140
Cumberland, Md., case of P. G. Cowden, jr.... 140
Dallas, Tex., case of D. A. Robinson and E. S. Thayer.... 141
Des Moines, Iowa, case of M. M. Robertson.... 142
Louisville, Ky., case of Edwin S. Hallett and William J. Dealtry.... 143
Mathias Point, Va., case of Benjamin F. Grymes.... 143
Mobile, Ala., Federal employees.... 143
Montgomery County, Md., Federal officeholders.... 144
New York City, case of Antonio Dalessandro.... 145
New York City, case of Morris Levy.... 145
North Carolina, Federal officeholders.... 145
Peoria, Ill., Internal-Revenue Service.... 147
Philadelphia, Pa., case of William R. Knight, jr.... 147
Philadelphia, Pa., case of Harry J. Orrell.... 148
Philadelphia, Pa., case of J. Patrick Lyon.... 148
Port Townsend, Wash., case of Thomas T. Aldwell.... 149
St. Louis, Mo., Federal officers and employees.... 149
Sixth internal-revenue district of Virginia.... 150
Staunton, Va., case of R. A. Fulwiler.... 150
Frauds or irregularities in connection with examinations, etc.—
Alexandria, Va., case of John W. Turner.... 151
Ashland, Ala., case of Robert W. Riddle.... 151
Brunswick, Ga., case of Archie Bussey.... 151
Chicago, Ill., case of T. E. Walsh and A. B. Bonhomme.... 151
Chicago, Ill., case of James and Charles Elmer Watson.... 152
Fredericksburg, Pa., case of Jacob E. Behney.... 152
Grafton, W. Va., post-office officers and employees.... 153
Grand Junction, Colo., case of E. W. Cotes.... 153
Greenville, Miss., case of Stephen E. Shannon.... 154
Hackensack, N. J., case of Maurice J. O'Connell.... 154
Hillsdale, Ill., case of J. H. McCartney and Frank A. Walker.... 154
Roanoke, Va., case of Albert Evans.... 155
Miscellaneous—
Augusta, Ga., case of John A. Tolbert.... 155
Bascom, Fla., rural carriers.... 155
Donalsonville, Ga., case of Thomas W. Weaver.... 156
Manson, N. C., case of Robert J. Stewart.... 156
Legal opinions and decisions affecting the application of the law and rules:
Opinions of Attorneys-General.... 156
Opinion of the Comptroller of the Treasury.... 161
Inequalities in the apportionment.... 161

The merit system in States and cities: Page.
Principal provisions of State and city laws—
California ... 163
Colorado ... 164
Connecticut ... 165
Illinois ... 165
Indiana ... 167
Iowa ... 167
Kansas ... 168
Louisiana ... 168
Massachusetts ... 169
Minnesota ... 170
New Jersey ... 170
New York ... 171
Ohio ... 172
Oregon ... 172
Pennsylvania ... 172
Virginia ... 172
Washington ... 172
West Virginia ... 173
Wisconsin ... 173
Extracts from annual reports in regard to the civil service:
A civil-service law ... 174
How appointments are made ... 174
Favors civil-service pension ... 175
Appointment of postmasters ... 176
Appointment division ... 176
Legislative branch of Government—legislative needs ... 177
General statement ... 177
Features of previous reports ... 178
Historical register of the Civil Service Commission ... 185

STATISTICAL INFORMATION.

Extracts from Census Bulletin No. 94 ... 186
Scope of bulletin ... 187
Over 6,500 Government employees at least 65 years of age ... 187
Civil-service rules now prevail ... 189
Two-thirds do clerical work ... 189
Half have served less than five years ... 189
Many of advanced age when appointed ... 192
Approximate average compensation ... 192
Compensation increases with age ... 192
Post-office leads the departments ... 192
War veterans in service ... 194

1. *Examinations and appointments.*

Table 1. Showing, by place of examination, the number of examinations held for entrance to the Departmental (including Railway Mail and Indian) and Government Printing services and for the Philippine Service, the number of competitors, and the number that passed and that failed, during the year ended June 30, 1907 ... 195

Page.

Table 2. Showing, by legal residence, the number of persons examined for entrance to the Departmental (including Railway Mail and Indian) and Government Printing services, and the number that passed and failed, during the year ended June 30, 1907..... 197

Table 3. The number of persons examined for entrance to the Custom-House Service, and the number that passed and that failed, during the year ended June 30, 1907..... 200

Table 4. The number of persons examined for the Internal-Revenue Service, and the number that passed and that failed, during the year ended June 30, 1907..... 201

Table 5. The number of persons examined for entrance to the Post-Office Service, and the number that passed and that failed, during the year ended June 30, 1907..... 202

Table 6. The number of persons examined for transfer, promotion, and reinstatement, and the number that passed and that failed, during the year ended June 30, 1907..... 202

Table 7. The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed, during the year ended June 30, 1907..... 203

Table 8. Showing the apportionment of appointments in the Departmental Service at Washington, D. C., from July 16, 1883, to June 30, 1907, under the census of 1900, on the basis of one appointment for every 10,000 population..... 220

Table 9. Showing the number of appointments made from the different kinds of educational examinations to the Departmental Service, exclusive of the Railway Mail and Indian services, from July 16, 1883, to June 30, 1897, and in each subsequent year to June 30, 1907.... 221

2. *Changes in the Service.*

Table 10. Showing changes in the Departmental and Government Printing services during the year ended June 30, 1907..... 228

RAILWAY MAIL SERVICE.

Table 11. Showing changes in the substitute force of the Railway Mail Service during the year ended June 30, 1907..... 231

POST-OFFICE SERVICE.

Table 12. Showing changes for the fiscal year ended June 30, 1907, in the post-offices of cities having a population of 75,000 or over; also total number of changes in all other classified post-offices..... 232

Table 13. Showing the number of clerks and substitute clerks, carriers and substitute carriers, and the number of excepted and unclassified positions in seven of the largest post-offices at the close of the fiscal year June 30, 1907..... 236

Table 14. Showing number and percentage of separations from seven of the largest post-offices..... 236

CUSTOMS SERVICE.

Table 15. Showing changes in the Customs Service at ports whose receipts are in excess of $500,000, and also the total number of changes at all other ports, for the fiscal year ended June 30, 1907..... 237

INTERNAL-REVENUE SERVICE.

Page.

Table 16. Showing changes in the Internal-Revenue Service during the fiscal year ended June 30, 1907 240

ENTIRE CLASSIFIED SERVICE.

Table 17. Showing changes in the executive civil service during the year ended June 30, 1907 242

Table 18. Showing separations from competitive positions, by branches of the service and by fiscal years, from 1898 to 1907, inclusive 243

Table 19. Showing number of positions, by status, on July 1, 1906, additions by appointments, etc., and subtractions by separations, etc., during the fiscal year, and number of positions on June 30, 1907 245

Amounts paid for salaries of employees in the classified service in the United States 248

Table 20. Showing, for all branches of the classified service, the number examined, the number that passed, the per cent that passed, the number appointed, the per cent appointed of those that passed, and the approximate number of competitive positions in the service, during the several periods covered by the reports of the Commission 248

TWENTY-FOURTH ANNUAL REPORT

OF THE

UNITED STATES

CIVIL SERVICE COMMISSION.

WASHINGTON, D. C., *January 27, 1908.*

SIR: In submitting its annual report for the fiscal year ended June 30, 1907, the Commission invites attention to the practically uniform support which has been given by administrative officers and the Federal courts in the enforcement of the civil-service law. Officials throughout the service have cooperated with the Commission in securing a proper observance of the law and rules. In certain cases of violations thereof offenders have been prosecuted, tried, and convicted and the principles of the law and the integrity of the merit system have been upheld through the aid of the Department of Justice and the Federal courts. Under the head "Investigations" reference is made to the charges and the action taken in the more important cases. A summary of these cases will be found in the appendix to the report.

Owing to the extensions of the rules and the continued growth of the classified service there has been a substantial increase in the work of the Commission, which necessitates some addition to its force of employees, as explained in the estimates to Congress. The number of examinations and appointments during the year was unusually large, and the Commission regrets to say that at this time the work is falling in arrears on account of this excess and the limited number of employees.

Before discussing in detail the work of the year, it is proper to state that since the submission of its last report the Commission has lost the valuable services of Commissioner Alford W. Cooley, but it is a pleasure to state that the loss to the Commission is a gain to the Department of Justice, as Mr. Cooley resigned to accept an appointment to the office of Assistant Attorney-General in that Department.

EXTENT AND GROWTH OF THE SERVICE.

On June 30, 1907, the officers and employees of the Executive civil service numbered approximately 337,000. Of this number 196,918

were subject to examination, this being an increase of 12,709 as compared with the number for the previous year. Of the 140,000 persons not subject to examination 8,147 were Presidential appointees, 6,314 of whom were postmasters of the first, second, or third classes; 53,345 were fourth-class postmasters; 10,000 were clerks at post-offices having no free delivery service; 22,704 were minor employees on the Isthmian Canal work, and 30,000 were mere unskilled laborers.

During the year 22 positions in the State Department, whose occupants were paid from an appropriation to meet emergencies in the Consular Service, were transferred through legislation to the competitive classified service. The following transfers to this class were also made under the Executive orders mentioned: Order of July 17, 1906, approved the retention of 36 clerks employed temporarily on the Isthmus of Panama; order of July 17, 1906, approved the classification of 55 laborers performing classified duties in the Bureau of Fisheries; order of November 6, 1906, transferred from the excepted class 1,099 deputy collectors in the Internal-Revenue Service; order of May 10, 1907, approved the classification of 33 laborers in the Boston custom-house, it appearing that it was necessary at once to assign such laborers to classified duties; order of May 11, 1907, approved the appointment prior to July 1, 1907, of 15 special agents or examiners in the Interstate Commerce Commission, who might be retained upon satisfactory noncompetitive examination at the end of six months' service; and order of June 26, 1907, gave the rights of classification to 2 clerks in the Quartermaster's Department at Honolulu, Hawaii. Additional reports were received respecting laborers employed in the Federal service in cities where the labor regulations are in force, and about 350 laborers were found to be entitled to classification under the Executive order of February 24, 1906. The growth of the competitive service through Executive orders was therefore 1,590. Orders were also approved under various dates permitting the appointment or reinstatement of individuals in the classified service. The number of persons affected by such orders was 68, or about 1 in every 700 appointments.

The natural growth of the service has been greatest in the postal branches, there having been an increase of 4,873 employees in post-offices, 1,860 rural carriers, and 656 railway mail clerks. About 150 persons were classified by the extension of free delivery to 43 post-offices. The Department of Agriculture shows an increase of 1,981, due in great part to the pure food and drug law. Some of the branches of the service, for instance the Government Printing Office, showed a decrease; but there was an increase in most of the Departments.

There are no parts of the Executive civil service which have not en touched by the merit system. More than one-half of the posi- are subject to examination under the civil-service act, and the

labor regulations have been extended to many parts of the service and require appointments of laborers to be made on the basis of physical fitness. The Post-Office Department is following the policy of retaining fourth-class postmasters during satisfactory service. In a general way exemptions from examination comprise private secretaries to heads of Departments and important bureau chiefs, attorneys, positions with low pay which would not invite competition, emergency employments which can not await the result of examination, and employment in isolated parts of the country. The civil-service rules have not been extended to the Library of Congress nor to the employees of the District of Columbia. Their extension to the latter class has been repeatedly recommended by the Commissioners of the District of Columbia, and bills are now pending in both Houses of Congress providing for the classification of the employees mentioned. It may be stated in this connection that the merit system of appointment has been extended to various municipalities throughout the country. A rigid system of examinations for the Consular Service, with a school of instruction in the State Department, has been established by Executive order, the appointees to have tenure during satisfactory service. It is noted that the average tenure of collectors of customs and other Presidential officers is gradually increasing, probably due to the policy of reappointing efficient incumbents.

EXAMINATIONS AND APPOINTMENTS.

During the year 136,108 persons were examined, of whom 99,261 passed, and 44,288 were appointed. In addition 746 persons were transferred, and 1,578 were reinstated on certificates of the Commission without examination, making a total of 46,712 appointments under civil-service rules and labor regulations, but not including temporary appointments. The applicants, eligibles, and appointees were distributed under distinctive parts of the service as follows:

Service.	Examined.	Passed.	Appointed.
Classified service:			
For entrance—			
Departmental	70,478	51,042	24,912
Government printing	472	383	59
Custom-house	3,586	2,426	566
Internal revenue	1,773	1,105	223
Post-office	51,022	37,769	16,454
Total	127,331	92,725	42,214
For promotion	1,432	939	609
For transfer	528	258	177
For reinstatement	6	3	3
Total, classified service	129,317	93,920	43,003
Philippine service	841	449	222
District of Columbia	258	118	.....
Mere unskilled laborer	5,364	4,774	1,163
Naval Academy	328	.....	.....
Transfers without examination	.....	.....	746
Reinstatements without examination	.....	.....	1,578
Grand total	136,108	99,261	46,712

As compared with the previous year, there was an increase of 14,074 in the number examined; of 4,226 in the number who passed, and of 4,835 in the number appointed.

While the statistics show that the number of eligibles has been more than three times as great as the number of appointments during recent years, there has been a lack of eligibles for the higher grade positions and of other kinds in certain parts of the country. The surplus of eligibles has been greatest for mechanical trades and other skilled positions in the navy-yard service and engineer and ordnance departments of the Army, where the compensation is determined from the average wages paid in private employment in the vicinity, and for positions of post-office clerk or carrier, rural carrier, and others of a subclerical character. The surplus of eligibles for post-offices has not been general, there having been a shortage for many post-offices, notably at Chicago, in the Middle West, the mining States, and on the Pacific slope. There is also an excess of female eligibles, except for the Indian service. During the year 7,122 female eligibles were entered on the registers, but only 1,026 women were appointed.

There have not been sufficient eligibles for a number of positions, such as stenographers and typewriters, bookkeepers, draftsmen, computers, civil engineers, patent examiners, post-office and railway mail clerks in certain localities, and for various positions in the Indian Service. The lack of eligibles is apparently due to better pay or opportunity for advancement in commercial employment.

NONCOMPETITIVE EXAMINATIONS.

In addition to non-competitive examinations which have been given to test fitness for promotion, transfer, and reinstatement, it has been necessary to authorize a few appointments on noncompetitive examinations under the provision of the civil-service act that "there shall be noncompetitive examinations in all proper cases before the Commission, when competent persons do not compete, after notice has been given of the existence of the vacancy, under such rules as may be prescribed by the Commission as to the manner of giving notice." A list of cases where it was found necessary to hold noncompetitive examinations, in the absence of eligibles through competitive examinations, will be found in the appendix to the report. It will be observed that in most of these cases the salaries were meager and offered no inducement to competitors in the sections of the country where the vacancies existed.

DIFFICULTIES IN RECRUITING THE SERVICE.

In previous reports the Commission has called attention to the difficulty of securing and retaining competent employees. The rotation in office, which critics of the merit system formerly said was insuffi-

cient, is now so frequent as to seriously impair the efficiency of the service. The proportion of separations exceeds 10 per cent annually in the departmental service, and in some branches of the service rises to 25 per cent. This means a serious loss of valuable employees, who, after they have acquired experience and become most useful, leave to go into outside employment because of the lack of opportunity in the Government service. The higher positions are not usually filled by promotion, and there is not sufficient inducement for the most capable men to enter the examinations either in the salary immediately offered or in the prospects of advancement. The Government service, therefore, instead of offering a career is thus being regarded as a mere makeshift by many capable young men who leave it for private employment at the earliest opportunity. Nearly 30 per cent of those who are offered appointment from the eligible registers decline when their names are reached, and about 10 per cent withdraw from the registers. Under certain examinations the declinations amount to one-half of all those offered appointment, as in the case of male stenographers and typewriters. This means that in some instances a large part of the work of the Commission goes for naught, and that the Departments, instead of securing the best material from the registers, are only able to obtain persons who are less successful in outside business. Much time is also expended in correspondence because of successive refusals to accept appointment. Many men either will not accept the low entrance salary or, having once entered and finding little chance of increase, pass out to more remunerative fields of employment.

LABOR REGULATIONS.

The regulations governing the appointment of mere unskilled laborers in the Federal offices in the District of Columbia and the larger cities throughout the country have now been in operation for nearly three years, and it has been demonstrated that those regulations are resulting in the appointment to the service of persons with better qualifications for mere laboring work than those who were appointed prior to the adoption of the regulations. Such appointments were made with little regard to the applicant's physical fitness for hard manual labor, and, as a consequence, he had to be utilized in some clerical or other capacity for which he was not, as a rule, qualified by education. This practice, which naturally resulted in serious injury to the service, now no longer obtains. Each applicant, after an examination by a physician, is rated solely upon physical condition, and if found eligible is placed upon the register in accordance with this rating, men being required to undergo a test of strength consisting of lifting upon the shoulder a mail sack and contents weighing 125 pounds. Certification and selection are then made of the names standing highest upon this register, and the appointing officer is no

longer hampered by having to assign to heavy work those physically unable to perform it. During the past year the extent of the work has greatly enlarged, applicants for examination showing an increase of over 67 per cent and the number of appointments having nearly doubled, as follows:

Year.	Examined.	Appointed.
1906	3,203	664
1907	5,364	1,168

INVESTIGATIONS.

The civil-service act provides that the Commission may make investigations concerning the facts, and may report upon all matters touching the enforcement of the civil-service law, rules, and regulations. During the year various cases arose and investigations were made into the facts. These cases related to partisan activity, the soliciting of political contributions by officeholders, and frauds in examinations, involving impersonations, the making of false applications, and other false writings. Two convictions were secured for violations of the civil-service act relating to political assessments, and removals were made for pernicious political activity. There were also several cases of conviction for frauds in examinations.

In July, 1907, an investigation was made by Commissioner Greene of charges of pernicious political activity on the part of William R. Knight, jr., who occupied a competitive classified position as shipping commissioner at the port of Philadelphia. The investigation disclosed the fact that Mr. Knight was a leader of the Forty-fifth Ward of Philadelphia, and had been unduly active as a member of various Republican committees, including a finance committee engaged in collecting assessments from Federal officeholders in Philadelphia. It also appeared that he had been neglecting the duties of his office. His attitude during the investigation was defiant and he announced that he proposed to carry on his activities in the future as in the past. The Commission recommended his removal. The Department of Commerce and Labor thereupon called for his resignation, which took effect August 15, 1907.

In the case of Postmaster D. A. Robinson, of Dallas, Tex., who was charged with delivering to E. S. Thayer a list of the employees of the post-office for political purposes, the grand jury returned a true bill in the case of Thayer, but declined to do so in the case of Robinson. He, however, was removed from office. In sustaining a demurrer to the indictment the court held in effect that written communications sent through the mails to employees of the Government, addressed to the Government buildings, were not within the pro-

visions of the civil-service law prohibiting the solicitation of funds for campaign purposes in Government buildings. An appeal has been taken to the Supreme Court of the United States.

An investigation of the internal-revenue service at Peoria, Ill., disclosed the fact that William B. Elliott had violated section 12 of the civil-service act, the specific charge being that during the campaign of 1904 he had visited various distilleries in Peoria, Ill., and solicited subscriptions for political purposes from the employees of the internal-revenue service while they were on duty. He plead guilty and was fined $50 and costs.

In July, 1907, Samuel E. Young, postmaster at Boonesboro, Md., was arrested on the charge of soliciting campaign contributions from rural carrier Frank E. Newcomer. On trial Mr. Young plead guilty, and was fined $100. He was also removed from office by the Post-Office Department. This investigation was initiated and completed by that Department on evidence secured by a post-office inspector.

Another case arose in North Carolina in the spring of 1907. A joint investigation was made by Commissioner Greene and an inspector of the Post-Office Department of charges that Federal officeholders in North Carolina were unduly active in politics, both in the classified and the unclassified service. As a result of the investigation certain employees of the Treasury and Post-Office Departments, and of the Department of Justice, were admonished by the heads of their departments to refrain from such activity in the future.

In an examination for tagger, at Washington, in May, 1906, James Watson was impersonated by his brother, Charles Elmer Watson, a clerk in the Navy Department. The latter was arrested, released on bail of $1,000, and when the cases were called for trial the bonding company failed to produce him, his bond being forfeited. James Watson was sentenced to nine months in prison, which was considered sufficient punishment, as his brother Charles was regarded as largely responsible for the fraud.

Several other cases of frauds in examinations arose during the year, involving violations of certain sections of the Revised Statutes. In a number of these cases, which are set forth at length in the appendix to the report, fines were imposed ranging from $100 to $500 and costs.

POLITICAL ACTIVITY OF EMPLOYEES IN THE COMPETITIVE SERVICE.

The operation of the civil-service law in substituting a merit for a party test in appointments has greatly lessened abuses arising from the partisan activity of officeholders. This, however, while correcting the abuse of partisan activity in obtaining office, did not entirely correct the abuse of such activity of those in office. The civil-service act does not forbid political activity further than to declare that no person in the public service is for that reason under any obligation to contribu-

to any political fund or to render any political service, and that no such person has any right to use his official authority or influence to coerce the political action of any person or body. The rules, in addition to affirming these provisions, forbid persons in the service from using their official authority or influence for the purpose of interfering with an election or affecting the result thereof, and prohibit discrimination by any person in the service in favor of an applicant, eligible, or employee because of his political opinions.

The correction of abuses arising from other forms of political activity has thus been left to enforcement by the heads of Departments. The Departments in this respect have been governed by regulations issued by several of the Presidents and directed to them. President Cleveland in 1886 issued an order warning officeholders against active participation in political movements. At the time this order was issued Federal officeholders had for so long taken an active part in politics that its universal and immediate enforcement was found to be impracticable. The order applied generally to all classes of officials, whether in the classified or the unclassified service. It was found, however, that no rule could be applied equally to these two different classes of positions, and, as it was practically impossible to formulate in precise language any general construction of the order, President Roosevelt in 1902 addressed a letter to the Commission in which he drew a distinction between classified and unclassified positions. In the classified service, where the choice is made without reference to political considerations and the tenure of office is unaffected by the change of parties, it is perfectly practicable to provide that the officer or employee, while retaining his right to vote as he pleases and to express privately his opinion on all political subjects, should not take an active part in political management or in political campaigns for precisely the same reasons for which a judge, an army officer, or a regular soldier is debarred from taking such active part; while in the case of officers appointed through patronage and upon political considerations the proper limitations in the present state of public opinion are different. They must not coerce the political action of their subordinates; they must not use their offices to control political movements or influence the result of elections; they must not neglect their public duties nor cause scandal by their activity. It has been found practicable to draw this distinction and to enforce this standard of performance. Such classes of officials as fourth-class postmasters, who have no employees to intimidate, and who wish to continue to act in political affairs as they have always acted are, therefore, not restrained in their political activity to the same extent as classified employees, whose appointments are in no way due to political considerations.

In leaving the enforcement of these Executive orders to the heads of Departments a lack of uniformity resulted, and consequently the

precedents for action were not well defined. The adherents of the party in power were often allowed to take a part in politics which was not allowed to the adherents of the party out of power. Employees of some Departments were permitted more latitude in political activity than those of other Departments, as the standard depended upon the individual attitude of each head of Department. The Presidential orders were a regulation of the conduct of employees, and therefore so closely allied to the civil-service rules that the distinction between the two was not clearly perceived by the public. The latter regarded the orders generally as one with the rules and did not understand that the Commission had no jurisdiction in cases arising under the orders to investigate their alleged infringements. The inability of the Commission to effect a uniform and full observance of the orders led employees to believe that the orders were not invariably enforced or were subject to varying interpretations. Investigations into complaints of political activity by the Department to which the official under charges belonged, if made at all, were made by persons subject to reward or discipline by the Department, and the inspector would often hold a position of less grade, rank, or influence than the official under investigation.

These considerations led to the amendment of Rule I on June 15, 1907, in which the President put the matter under the control of the Commission. The amendment provided that "persons who, by the provisions of these rules are in the competitive classified service, while retaining the right to vote as they please and to express privately their opinions on all political subjects, shall take no active part in political management or in political campaigns." The Commission is thus given power to investigate all cases of political activity by members of the competitive classified service, and the standard thus set seems the highest which is practicable at the present time. This action has been followed in certain city ordinances, State laws, executive orders of local administrative officers, and rules of State and city civil-service commissions, among which may be instanced the Burrage ordinance in Boston, the Shern act in Pennsylvania, the rules of the civil-service commission in Los Angeles, an order of Governor Hughes in New York, and the announcement made by Mayor Guthrie of Pittsburg. With the increase of the classified service the prohibition of political activity widens in its operation. Its influence is increasingly marked even upon unclassified places, so that the evil of the use of public patronage in elections is diminishing, giving greater freedom to the play of conviction, freeing elections from selfish ends, and lessening partisan proscriptive spirit. Now that examinations are open to members of all parties on equal terms and public officials may freely vote and exercise their opinions, the various forms of political coercion and campaign assessments are being overcome, and the avoid-

ance of partisan spirit on the part of the adherents of one of the great parties will be offset by a like forbearance on the part of the adherents of the other great party. Hon. William J. Bryan, in a speech in various Southern States reproduced in his own newspaper, bears testimony to the extent to which the Federal service has been taken out of politics. He says he has taken part as candidate in two campaigns, in the first of which a Democratic President was helping the Republican candidate, and in the second of which a Republican President was at the head of all the Departments of Government. But he says:

> In both campaigns the civil-service employees gave me less trouble than the railroad employees, who were coerced by their employers into the support of the Republican ticket, and I say without hesitation that I would rather risk the influence which a President can bring to bear upon civil-service employees than to risk the influence which railroad owners can bring to bear upon railroad employees.

Prior to the adoption of this amendment there were few precedents to enable the limits of proper partisanship to be authoritatively defined. The Commission has, however, always held that whatever limits were defined should apply equally to adherents of all parties, and that officers belonging to the party in power should not be permitted to do things with impunity which were forbidden to members of the party out of power. It is plain that the rule should be construed to forbid the use of official positions to the benefit of any of the parties into which the whole public is divided. Since the change of the rule comparatively few complaints have been made to the Commission and there have not been enough decisions to permit the limits of political activity to be clearly defined. Instances of prohibition which have been passed upon are: Service on political committees, service as delegates to county, State, or district conventions of a political party, although it was understood that they were not "to take or use any political activity in going to these conventions, or otherwise violate the civil-service rules;" continued political activity and leadership; the publication of a newspaper in the interest of a political party; membership in a club taking active part in political campaigns and management; the circulation of petitions having a political object; service as commissioner of election in a community where it was notorious that a commissioner of elections must be an active politician. In a circular of October 12, 1907, the Secretary of the Navy, addressing commandants at navy-yards and naval stations, called attention to the rule forbidding competitive employees from taking an active part in political affairs, and said:

> At a navy-yard or station where, in the opinion of the commandant, a strict enforcement of the provisions of the above rule would result in placing an undesirable element in control of local municipal affairs in the immediate vicinity of the yard or station, the Department, upon application of employees through the commandant, will take up with the Civil Service Commission the question of making an exception to the rule as far as local municipal office holding is concerned.

ARREARS OF SOUTHERN STATES.

The Commission has repeatedly called public attention to the difficulty of maintaining the apportionment of appointments in the Departments at Washington among the States and Territories in the ratio of population. Despite this publicity certain sections, notably the South Atlantic and Gulf States, have not furnished enough eligibles. Those States have, therefore, not received the share of appointments to which they are entitled, and it has been necessary to certify citizens of States which had already received more than their due share of appointments. It is gratifying to note that this situation is improving, and that such progress has been made toward a just distribution of appointments that at present only two Southern States, Alabama and Mississippi, are in arrears in the apportionment. As a measure of the progress made in this direction it may be noted that on June 30, 1906, 14 States and Territories had received less than their share of appointments, and three States—namely, Wisconsin, Tennessee, and Florida—had received exactly the number to which they were entitled. On June 30, 1907, the number of States in arrears had been reduced to 9, while on December 5, 1907, this number had been further reduced to 6, including Porto Rico, Alaska, and Hawaii Territories, which can hardly be expected to furnish a sufficient number of eligibles.

This result has not been accomplished without much effort. The Commission has long been convinced that the States of the South have refrained from participating in its examinations largely through a misunderstanding of both the intent and operation of the civil-service law. These States have failed to produce eligibles qualified along the lines called for by the Departments. This is shown by an analysis of the appointments to the service. Two thousand one hundred and fifty-three persons were appointed through examination to the apportioned service in Washington from all the States during the period from June 30, 1906, to December 5, 1907. Of this number, less than 7 per cent were appointed through the clerk examination, 28 per cent through the stenographer and typewriter examination, 31 per cent through examinations requiring a technical or scientific training, and 34 per cent entered the service through subclerical and trades examinations. Eligibles from the Southern States are mainly on clerical and other non-technical registers, and the calls for certification to fill this class of positions are not sufficient in number to bring up the apportionment of those States. The present difficulty in bringing up the arrears of the States of Alabama and Mississippi illustrates this. The eligibles now on the register from these States are as follows:

	Alabama.	Mississippi.
Male clerk	1	3
Female clerk	0	7
Technical	3	3
Male stenographer and typewriter	1	*
Female stenographer and typewriter		
Subclerical		

The available material from the above list is further reduced by the fact that a number of the eligibles listed are already in the apportioned service in a lower grade and their appointment will not serve to increase the share of their States, while others, by the salary demanded and the location in which they are willing to accept appointment, have practically eliminated themselves from certification.

In view of the small number of applicants for examination from the South, Commissioner McIlhenny, who is himself a Southerner, visited that section in the spring of 1907 for the purpose of explaining the operation of the civil-service law and rules and the nonpartisan basis upon which appointments are made to the service through the examinations of the Commission. It was found that through a lack of information on this subject a most desirable class of persons who would render excellent service were entering private employment of various kinds rather than seek positions under the Government. Commissioner McIlhenny stated that competitors are rated without regard to any consideration other than the qualifications shown in their examination papers and that eligibles are certified strictly in accordance with the civil-service law and rules. He called attention to the opportunities offered by the Government service, and especially to the need of persons with technical qualifications and those fitted for clerical work, including stenographers and typewriters and bookkeepers, for which positions the South furnishes few eligibles.

In his journey through the South Commissioner McIlhenny visited every Southern State except Florida, and conferred with governors, presidents of educational institutions, and superintendents of public instruction; he also delivered public addresses and gave interviews to local newspapers in regard to the object of his visit. As a result cooperation has been promised by many school authorities who are to establish new courses of study to fit their students for examinations for the Federal service. Commissioner McIlhenny expressed the attitude of the Commission in a newspaper interview as follows:

> There are throughout the South many men of high literary attainments, of learning and ability, the type of the college professor, to whom the fierce struggles of commercial life are repugnant. Men of this class would be most valuable to the Government in many capacities and Government employment would be congenial to them. The benefit would be mutual. There are young men also of this type who could come to Washington and serve the Government while studying in professional schools. They would be of advantage to the Government while here, and if they returned home to practice their professions after three or four years in this city they would assist in confirming the better understanding that is growing between the sections of the country. On the other hand, if they chose to stay in Washington, whether to practice or to remain in their Government positions, their added attainments would make them so much the more valuable in their work. * * *
>
> Yet if the impression in the South be allowed to remain that the people are apart
>
> the Government, all this excellent material, from which so many men and
>
> n might be drawn for the direct work of the Government, would be a loss in
>
> direction.

TEMPORARY APPOINTMENTS.

During the year 12,276 temporary appointments were made in various branches of the service, as compared with 11,740 for the preceding year. In view of this large number the Commission deems it proper to make a brief statement of the reasons for these appointments.

Of the total number made during the year, 2,305 were from the registers of the Commission for work of a temporary nature, while 3,756 were for similar work, but not from the registers, either because of a total lack of eligibles or on account of some peculiar conditions which made certification of eligibles impracticable. There were in addition 2,076 temporary appointments without regard to the registers of the Commission, which were for emergency service pending the report for duty of persons who had been regularly appointed. The remaining temporary appointments, numbering 4,139, not explained above, were made in the absence of eligibles pending the establishment of registers. Over one-half this number, 2,945, were in the post-office service outside of Washington, D. C., and 1,370 of these were in the Chicago post-office, for which the Commission has had unusual difficulty in securing eligibles. Several conferences were held with the postmaster, with a view of determining what measures should be adopted to relieve the situation, and it is gratifying to record that on the 11th of November Postmaster Campbell wrote the Commission as follows:

> It gives me pleasure to inform you that this office is now, for the first time since July 5, 1906, without any temporary clerks on its regular rolls, enough eligibles having resulted from the last examination to fill all vacancies. We now have 202 temporary substitute clerks and about 50 civil-service substitutes. Mr. Newton is now giving an examination for clerk, or clerk and carrier, every month, and the number of applicants is steadily growing.

AMENDMENTS TO THE RULES.

An amendment to section 3 of civil-service Rule II of March 14, 1907, provided that no employees would be included in the classification of a post-office who had been appointed less than sixty days prior to such classification or after an eligible register had been established without the express consent of the Commission. This has a far-reaching and very beneficial effect, as it takes away the incentive for appointments without examination just prior to the classification of an office, which practice resulted in defeating the purpose of the civil-service act and injuring the service by giving persons who had not passed examination all the rights of those who had been examined, including the right of transfer to other parts of the service. It was [illegible] unfair to applicants for examination for appointment [illegible] where free delivery was to be established to have no advance without examination. Under the previous

sion of such an assignment, and an agreement has been reached with the Treasury Department that when the limit of compensation has been reached by any excepted storekeeper-gauger, such assignment shall be filled during the succeeding year by an officer of the competitive class, if available, or from the register of eligibles.

RECLASSIFICATION OF EMPLOYEES.

In its nineteenth and twentieth reports the Commission called attention to the need of a reclassification of employees based upon the character of the work done, so that uniformity of compensation might be effected. It was suggested that there should be subdivisions within the grades, these subdivisions to be based upon a difference in salary, so that there would be opportunity for advancing an efficient clerk within the grade. It was the opinion of the Commission that such a reclassification would reduce the difficulties of applying an equitable system of promotion regulations to the departmental service.

The Commission has noted with great interest the report under date of January 4, 1907, of the Committee on Department Methods recommending a classification of positions and gradation of salaries for employees of the Executive Departments and independent establishments in Washington, which provides for several different rates of pay for each grade, with much smaller difference between the classes than exists under the present schedule.

THE POSTAL SERVICE.

The policy of the Post-Office Department to consider all fourth-class postmasters as appointed for an indefinite period and subject to removal for cause only, which has been in effect for several years, has been given increasing application. Its effect has been to reduce to a minimum the changes in such offices and to promote in a marked degree efficiency and economy in the administration of the fourth-class post-offices. Two other general principles which have guided the Post-Office Department should receive especial commendation. One is that post masters should abstain from politics and the other is that postmasters who are giving superior service should be reappointed. The incentive thus given to postmasters to rely rather upon their efficiency as public officers than upon party work has done much for the improvement of the postal service in cities. There are, in consequence, fewer complaints of partisan activity against postmasters and fewer removals for violations of the civil-service act and Executive orders.

In the matter of the proposed classification of fourth-class postmasters, attention is invited to the following extract from the last annual message of the President:

> The fourth-class postmasters' convention has passed a very strong resolution in favor of placing the fourth-class postmasters under the civil-service law. The

Administration has already put into effect the policy of refusing to remove any fourth-class postmasters save for reasons connected with the good of the service, and it is endeavoring, so far as possible, to remove them from the domain of partisan politics. It would be a most desirable thing to put the fourth-class postmasters in the classified service. It is possible that this might be done without Congressional action, but, as the matter is debatable, I earnestly recommend that the Congress enact a law providing that they be included under the civil-service law and put in the classified service.

THE PHILIPPINE CIVIL SERVICE.

More than seven years ago, on September 19, 1900, the Philippine Commission passed an act "for the establishment and maintenance of an honest and efficient civil service in the Philippine Islands," by which provision was made for filling vacancies in most positions in the civil service by examination. Owing to the Filipinos' lack of knowledge of English it was necessary at first to fill almost all positions by the appointment of officers and men mustered out of the volunteer army who had previously been detailed from the army to perform civil duties. Examinations were held in the spring of 1901 in both English and Spanish, and large registers of eligibles were obtained. As the Filipinos at that time had no knowledge of English, the language in which the government was conducted, they qualified in the Spanish examinations only and could be appointed only to those positions in which a knowledge of English was not essential. As the years have passed the Filipinos have steadily acquired English and qualified in English examinations. A great stimulus to education has undoubtedly been given by the provision that employment in the government service can be obtained only by those who have acquired the knowledge necessary to perform satisfactorily the required duties. During the year ended June 30, 1906, 53 per cent of the Filipinos examined took the examinations in English, and it was found possible to appoint Filipinos to 80 per cent of the vacancies filled by local appointees. These figures show the important part played by the civil-service act in securing to Filipinos an ever-increasing participation in the conduct of the government. The official register shows that many of the most important positions in the classified civil service are filled by Filipinos who have been promoted from the lower grades.

By amendments to the Philippine civil-service act the classified service was gradually extended until it embraced almost all positions above the grade of unskilled laborer except the Philippine constabulary. However, a dangerous proviso, excepting from the provisions of the civil-service act and rules all positions whose salaries were not fixed at a per annum rate, appeared in a few of the appropriation acts. On the recommendation of the Philippine bureau of civil service this proviso has been repealed. The various acts governing appointments, removals, reductions, suspensions, fines, salaries, leaves of absence,

etc., have been revised and incorporated with the civil-service act into a complete and harmonious "Revised civil-service act."

The Philippine civil-service act provides that employees of the Philippine assembly selected by it shall be in the unclassified service. One of the first acts of the first assembly was to waive this exception and provide for the appointment of its employees under the civil-service rules and regulations. This is an indication that the merit system has the support of the people.

In addition to the positions in the Philippine civil service there are several hundred positions in the islands in the Federal civil service. By order of the President in April, 1903, almost all positions above the grade of skilled laborer were placed in the competitive service, and since then vacancies have been filled by appointment from the register of the Philippine bureau of civil service. The military authorities have expressed satisfaction with the classification of these positions.

Vacancies occurring in the Philippine Islands which can not be filled by examinations held in the islands are filled by appointment of persons who have qualified in examinations given by the Commission. It has been found exceedingly difficult to obtain a sufficient number of well-qualified young men, due, the Commission believes, principally to the offering of inadequate salaries in the Philippine service. Unless salaries are increased or a pension and retirement system is adopted the difficulty in obtaining properly qualified men will probably continue. Although it has been impossible under present conditions of service to obtain a sufficient supply of well-qualified men to fill professional and technical positions, those obtained are as a rule satisfactory. The director of education expressed himself as highly pleased with the teachers appointed last year.

THE CIVIL SERVICE IN PORTO RICO.

A civil-service law was passed by the legislature of Porto Rico and approved by the governor March 14, 1907, to take effect January 1, 1908. In the civil service of Porto Rico there are two groups of positions, namely, those connected with the insular government, created by the act of Congress and paid out of the island revenues, and those attached to the Federal service and compensated out of the United States Treasury. Prior to this act of the legislature no provision had been made by the insular government for placing its employees under a competitive civil-service system, although the experience of the Philippine service had demonstrated its desirability. The Federal positions, however, were placed under the Federal civil-service act by an act of Congress of April 12, 1900, and examinations and appointments have since been made in accordance with the civil-service rules.

The Porto Rican civil-service law is of limited application, as it does not extend to the municipalities. The insular police force and teachers in the public schools are exempt from the provisions of the rules, but in each case they are subject to a modified competitive examination created by special laws.

Mr. Harry C. Coles, formerly chief of the Rural Carrier Division of the Commission, has been selected by the governor as chairman and chief examiner of the Porto Rican civil service commission. In recommending the enactment of a civil-service measure, Governor Winthrop, in a message to the legislature, said:

> I earnestly renew my former recommendation that a comprehensive and economic civil-service law be passed this winter. It is most important that at the outset appointments be based on merit, and merit alone, and that the disastrous principle best characterized by the oft-quoted cry, "To the victor belong the spoils," which has done so much damage to so many governments, be never allowed to gain a foothold in the administration of the affairs of this island. Through such a system not only will the public service be greatly benefited, but a long and honorable career be opened to many Porto Rican young men and women. The system will not be an experiment; it has been fully tried elsewhere and has proved its undoubted worth. For the good of the island and for the good of its citizens, I earnestly urge the adoption of this system.

NATIONAL ASSEMBLY OF CIVIL SERVICE COMMISSIONS.

Reference was made in the twenty-third report to a conference of the representatives of State and municipal commissions held in Washington in May, 1906. It was the belief of those who attended the meeting that its success warranted a permanent organization, and a committee on permanent organization was then appointed. The committee has drafted a constitution and by-laws which have been submitted to the various commissions throughout the country, many of which have expressed approval of the plan and an intention to be represented at the next conference. The association is to be known as the "National Assembly of Civil Service Commissions," and its object is outlined in the constitution as follows:

> To enable all those charged with the administration of civil-service laws to become acquainted and exchange ideas. To promote cooperation, uniformity, and perfection of methods by different commissions. To enable the commissions to profit by exchange of ideas with officers who are directing departments and give to such officers broader opportunity to inform themselves on the methods of the merit system.

The constitution further provides that the assembly shall meet biennially at such place as it may designate. The next meeting will probably be held in Chicago in May, 1908.

Much practical benefit is expected to result from these conferences, not only to the members of the assembly in the conduct of their work, but to appointing officers as well and to the public service generally.

NEEDS OF THE COMMISSION.

In its recent estimates to Congress the Commission recommended some additions to its force on account of an arrearage in its work, which has been caused by an increase in the number of applicants for various branches of the service. As a result of the higher salaries provided by Congress at its last session for certain portions of the service the number of applicants for positions therein, which has heretofore been insufficient, has increased over 20 per cent, causing a corresponding growth in the work of the Commission. Thousands of sets of papers are at present on hand unrated owing to an insufficient force, while other lines of work at the Commission are also being delayed. It is important that the Commission should keep abreast of its work, as delays in filling vacancies embarrass the branches of the service affected and result in additional correspondence, not only with administrative officers who await the reports and certifications of the Commission, but also with many applicants who inquire and complain of the long delays.

The Commission also finds it necessary to invite attention to its inadequate office accommodations in Washington. Boards of examiners of the Commission in several of the large cities are furnished with satisfactory office facilities, but it is regretted that although the Commission has now been in existence for a quarter of a century it has not yet been furnished with sufficient or satisfactory space for the transaction of its business at the national capital. The Commission has repeatedly called attention to its needs in this respect in previous reports. In the twentieth report the following statement was made:

> The work is at present carried on in a building which is quite inadequate for its needs. It is highly desirable that those employed in any given division should be located as nearly as possible together. The work of the examining division, for example, is to-day scattered over five different floors, and certain examinations are held in a building across the street from the present quarters of the Commission. The same is true to a less extent of the work of all branches of the office. Great economy of time would result if a modern building, suitable to the increased needs of the Commission, could be erected. If, however, this is deemed impossible, arrangements should be made for the renting of more commodious quarters.

It may be further stated that owing to the lack of office space in its present building, examinations of applicants in Washington are now held in a room allotted at the Census Office, and owing to the inadequate space for this purpose in that office two rooms are assigned to the Commission in the Pension Office building. There is no suitable place in Washington at the disposal of the Commission in which to conduct the physical examination of applicants, as required in certain examinations.

In a recent report the Commission stated:

It is felt that in asking for an increased appropriation to meet its growing needs the Commission is justified by the success which has attended its work. The principles of civil-service reform are now approved and indorsed by the whole American people, without distinction of political faith. The Republican party of the United States in convention assembled in the year 1904 adopted a platform containing the following plank:

"The civil-service law was placed on the statute books by the Republican party, which has always sustained it, and we renew our former declarations that it shall be thoroughly and honestly enforced."

The Democratic platform contained a similar declaration, as follows:

"The Democratic party stands committed to the principle of civil-service reform, and we demand its honest, just, and impartial enforcement."

The unanimity upon this question of the two great parties, which polled all but a small fraction of the entire popular vote at the last national election, is indicative of the satisfaction of the American people with the results of the civil-service act and marks the cessation of all organized opposition to the principles of civil-service reform.

The Commission therefore feels that it would be failing in its duty if it did not call special attention to its needs in the administration of the civil-service law and rules. That law can not be thoroughly and properly enforced, as demanded by the two great political parties, unless the actual needs of the Commission are met by Congress. The Commission accordingly urges that the additional force requested be granted, and that steps be taken to provide for its use a suitable office building.

We have the honor to be, your obedient servants,

JOHN C. BLACK,
HENRY F. GREENE,
JOHN A. MCILHENNY,
Commissioners.

The PRESIDENT.

ANNUAL REPORT OF THE CHIEF EXAMINER.

JANUARY 27, 1908.

The Commission:

The Chief Examiner has the honor to submit the following report of work performed under his supervision during the fiscal year ended June 30, 1907.

The number of persons examined, the number that passed, and the number appointed during this period were as follows:

Branch of service and kind of examination.	Examined.	Passed.	Appointed.
Classified service:			
For entrance—			
Departmental service—			
Apprentice	233	187	75
Bookkeeper	801	346	112
Clerk	1,606	888	278
Clerk, Isthmian Canal Service	684	285	93
Clerk-examiner	558	416	13
Computation clerk	1,778	501	.....
Draftsman	563	147	106
Food and drug inspector	1,389	48	31
Indian Service	575	360	286
Interpreter	868	655	8
Meat inspector	4,120	1,233	962
Messenger	1,063	878	71
Messenger boy	862	759	307
Observer, Weather Bureau	227	47	37
Railway mail clerk	6,566	4,085	2,051
Scientific assistant, Department of Agriculture	213	100	62
Skilled laborer	2,581	1,385	659
Special examiner and special agent, Bureau of Corporations	1,014	123	16
Stenographer	465	140	62
Stenographer and typewriter	1,541	685	516
Tagger, Bureau of Animal Industry	1,047	752	272
Typewriter	622	533	267
Veterinary inspector	450	208	265
Watchman	658	582	109
Other educational examinations	4,515	2,013	1,177
Noneducational examinations—			
Custodian Service	911	745	172
Engineer Department at large	3,169	3,129	2,018
Government Hospital for the Insane	349	347	287
Life-Saving Service, surfman	514	442	255
Light-House Service	944	880	350
Navy-Yard Service, mechanical trades	22,220	22,005	11,280
Ordnance Department at large	1,650	1,637	623
Public Health and Marine-Hospital Service	840	787	617
Reclamation Service	1,551	1,408	742
Secret Service, Treasury Department	229	12	12
Miscellaneous	2,606	2,110	612
Navy-Yard Service, examinations under Rule III, section 3	496	184	109
Total	70,478	51,042	24,912
Government Printing Service	472	383	59
Custom-House Service	3,586	2,426	566
Internal-Revenue Service	1,773	1,105	223
Post-Office Service—			
Clerk-carrier, etc	28,710	16,698	8,834
Rural carrier	22,312	21,071	7,620
Total	51,022	37,769	16,454
Total for entrance, all branches	127,331	92,725	42,214
For promotion, transfer, and reinstatement	1,986	1,195	789
Total, classified service	129,317	93,920	43,003

Branch of service and kind of examination.	Examined.	Passed.	Appointed.
Classified service—Continued.			
Philippine Service—			
Assistant	133	69	41
Stenographer and typewriter	134	35	19
Surveyor	103	82	19
Teacher	266	148	88
Other examinations	205	115	55
Total	841	449	222
District of Columbia—			
Fire department	92	68	.....
Police department	122	24	.....
Other examinations	44	26	.....
Total	258	118	.....
Mere unskilled laborer	5,364	4,774	1,163
Naval Academy, midshipman	328	.....	.....
Grand total	136,108	99,261	44,388

	Different kinds of examinations.	Persons examined.	Persons passed.	Appointed.
Educational	285	95,179	60,722	26,109
Noneducational	96	40,929	38,539	20,603
Total	381	136,108	99,261	46,712
Increase as compared with last year	(a)	14,074	4,226	4,835

a Increase of 37 in educational kinds of examinations. Apparent decrease in noneducational examinations is due to summarizing Engineer Department, Ordnance Department, and other outside noneducational branches of the service, instead of counting all titles over again for each of them.

The tables indicate that the number of different kinds of examinations held during the year was 381, of which 285 were educational tests for various clerical, professional, technical, and scientific positions, and 96 were noneducational tests for different mechanical trades and other positions. In the educational tests, 95,179 persons competed and 60,722 passed, while 40,929 persons took the noneducational examinations and 38,539 passed. This makes a total of 136,108 persons examined during the year, of whom 99,261 passed and 46,712 were appointed; 26,109 from educational examinations and 20,603 from noneducational examinations. As compared with the previous year, this was an increase of 14,074 in the number examined, an increase of 4,226 in the number that passed, and an increase of 4,835 in the number appointed. Tables showing in detail the number of persons examined for and appointed to various positions in the different branches of the service during the year will be found at the end of this report.

Although the Commission has been in existence more than twenty-five years, it does not yet appear to have reached the limit in the preparation of new examinations to meet the growing needs of the service. During the year modifications were made in a number of examinations to make them more practical tests of fitness. In addition the following new examinations were prepared:

Analyst, Geological Survey.
Apprentice topographic draftsman, Coast and Geodetic Survey.
Arboriculturist in dry-land agriculture, Department of Agriculture.
Artist, Bureau of Chemistry, Department of Agriculture.
Artist, Hygienic Laboratory, Public Health and Marine-Hospital Service.
Assistant in animal husbandry, Department of Agriculture.
Assistant assayer, Custom-House Service.
Assistant engineer, water and sewer construction, Philippine Service.
Assistant physiologist, Bureau of Plant Industry, Department of Agriculture.
Assistant in sugar-beet investigations, Department of Agriculture.
Bridge engineer, Philippine Service.
Chemist, Philippine Service.
Chief, Laboratory of Physiological Chemistry, Department of Agriculture.
[illegible] engineer, Custodian Service.

Chief food and drug inspection chemist, Department of Agriculture.
Clerk, Isthmian Canal Service.
Clerk-carrier with knowledge of Hungarian, Post-Office Service.
Clerk and dispenser, Isthmian Canal Service.
Clerk-draftsman, Land Office Service.
Clerk-French translator, Department of Agriculture.
Clerk and office deputy collector, Internal-Revenue Service, fifth district, North Carolina.
Clerk, qualified in French and German, Smithsonian Institution.
Clerk-typewriter-draftsman, Office of Artillery Engineer Officer, War Department.
Computation clerk, Post-Office Department.
[a] Deck hand, Immigration Service.
Deputy collector and clerk, Internal-Revenue Service.
Deputy forest supervisor, Forest Service, Department of Agriculture.
Division deputy collector, Internal-Revenue Service.
Draftsman and surveyor, Light-House Service.
Economic botanist and mycologist, Philippine Service.
Engineer, Bureau of Science, Philippine Service.
Engineer and blacksmith, Indian Service. (Educational.)
Examiner, Reclamation Service.
[a]Expert lock fitter, Mail Lock Repair Shop.
Expert stenographer, Interstate Commerce Commission.
Farm Superintendent, Department of Agriculture.
Field or raiding deputy collector, Internal-Revenue Service.
Food and drug inspection chemist, Department of Agriculture.
Food and drug inspector, Department of Agriculture.
Forest planting assistant, Department of Agriculture.
Geologist, Philippine Service.
Inspector of meat products (afterwards changed to meat inspector) Department of Agriculture.
[a] Inspector, sewers and waterworks, Philippine Service.
Irrigation farmer, Department of Agriculture.
Irrigation manager, Department of Agriculture.
Janitor-electrician, Custodian Service. (Educational.)
Junior clerk, Reclamation Service.
Laboratory assistant, Bureau of Animal Industry, Department of Agriculture.
Laboratory assistant, Bureau of Chemistry, Department of Agriculture.
Lanston operator, Government Printing Office.
Lithographer's helper, Forest Service, Department of Agriculture.
[a] Logger, Indian Service.
[a] Machine woodworker, Government Printing Office.
Master builder, Philippine Service.
Mechanical draftsman, Engineer Department at large, War Department.
Mechanical draftsman, Philippine Service. (For Filipino students only.)
Mergenthaler operator, Government Printing Office.
Microanalyst, Department of Agriculture.
[a] Planing-mill foreman, United States Penitentiary.
Preparator of fossils, Geological Survey.
Principal assistant chief engineer, Philippine Service.
Promotion to first-grade positions, Custom-House Service.
Psychologist, Government Hospital for the Insane.
Pumping engineer, Quartermaster's Department at large, War Department.
Railroad transportation agent, Reclamation Service.
Recorder, Navy Department.
[a] Saddler and carpenter, Quartermaster's Department at large.
Second assistant engineer, Philippine Service.
Special examiner and special age[illegible]t. Bureau of Corporations.
Storekeeper-gauger, Internal-Rev[illegible]e Service.
Supe[illegible]er, D[illegible]artment of Agriculture.
[illegible], La[illegible] Office Service.
[illegible]merce [illegible]ommission.
[illegible]ice, [illegible]epartment of Agriculture.

[illegible]ey.
[illegible]. Subtreasury Service.
[illegible]ation Service.
[illegible]vey.

[illegible]ducational.

APPEALS FROM RATINGS.

In the examination of many thousands of competitors it is but natural that complaints or appeals should be received from some of those disappointed with the results of their examinations. During the year 1,054 appeal cases were considered by the examiners; in 122 cases the average percentages of the competitors were increased somewhat on appeal; in 5 cases the percentages were decreased, while in 927 cases the appeals were dismissed without change in the ratings. It will thus be seen that not one competitor in one hundred appealed from the results of his examination, and in a small percentage of the cases where appeals were made the ratings were slightly increased, but in the large majority of these cases the increases were of no material benefit to the appellants.

FRAUDS IN EXAMINATIONS.

It is gratifying to note that the number of cases of collusion among competitors or attempted frauds in examinations was insignificant compared with the total number examined, not one competitor in one hundred being involved in the cases of collusion. The following table shows the number of cases of collusion and attempted frauds which were investigated during the year, with the results of the findings in each case:

Collusion cases investigated		39
Competitors involved		83
Competitors reexamined		45
Competitors whose cases were dismissed	52	
Competitors whose reexaminations were substituted	12	
Competitors whose papers were canceled	8	
Competitors debarred and papers canceled	11	
		83

Use of helps, etc.

Competitors whose papers were canceled	2
Competitors debarred and papers canceled	25

CONDITION OF THE WORK.

At present the examining work is largely in arrears, there being on hand over 12,000 sets of examination papers unrated. Numerous inquiries are also being received in regard to the approaching spring examinations. It is believed that a material increase in the examining force will be necessary to meet the heavy demands that will probably be made upon the Commission, and it is hoped that the estimates of the Commission for an increased force will be granted by Congress. In this connection it is proper to add that the employees of the Commission assigned to examining work are doing their utmost to expedite this work, but it is feared from the present outlook that it will continue to fall in arrears unless relief is secured from Congress.

Very respectfully,

FRANK M. KIGGINS,
Chief Examiner.

APPENDIX.

CIVIL SERVICE ACT.[a]

[22 Stat. L., 403.]

AN ACT To regulate and improve the civil service of the United States.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the President is authorized to appoint, by and with the advice and consent of the Senate, three persons, not more than two of whom shall be adherents of the same party, as Civil Service Commissioners, and said three Commissioners shall constitute the United States Civil Service Commission. Said Commissioners shall hold no other official place under the United States. Appointment of Commissioners.

The President may remove any Commissioner; and any vacancy in the position of Commissioner shall be so filled by the President, by and with the advice and consent of the Senate, as to conform to said conditions for the first selection of Commissioners. Removal of Commissioners.

The Commissioners shall each receive a salary of three thousand five hundred dollars a year. And each of said Commissioners shall be paid his necessary traveling expenses incurred in the discharge of his duty as a Commissioner. Salaries and traveling expenses.

The Commission not an executive department.—The term "executive departments" in the Federal statutes refers only to those departments specified in section 158, Revised Statutes, to which has since been added the Department of Agriculture and the Department of Commerce and Labor. No board, commission, bureau, or office which is not expressly or by implication under the control of the head of one of the Executive Departments can be considered as belonging properly to an executive department. The Civil Service Commission is not attached in any wise to any of the Executive Departments, nor is it subject in any wise to the control of any of the heads of such departments. (Opinion of May 4, 1898; 22 Op. Att'y-Gen'l, 62.)

Nonpartisan composition of New York Civil-Service Commission constitutional.—The provision in the New York statute that not more than two of the members of the commission shall be adherents of the same party does not amount to an arbitrary exclusion from the constitutional right of holding office. (Rogers *v.* Common Council, 123 N. Y., 173.)

[a] *Definition.*—Civil service is defined as the executive branch of the public service as distinguished from military, naval, legislative, and judicial.—(Century Dictionary.)

Constitutionality of civil-service laws.—The civil-service laws are constitutional and valid. An appointment or employment in violation of the civil-service laws is illegal, and the authorities have no right to appropriate the public moneys to the payment for services rendered in pursuance of such illegal appointment or employment.—American and English Encyclopedia of Law, title, "Public officers."

The civil service within the scope of legislative authority.—The subjects of the extent and manner of the exercise of the appointing power and of the duties, relations, numbers, compensation, protection, and encouragement of those in the public service to which civil-service rules naturally relate would seem to be within the scope of legislative authority. (4 Op. Att'y-Gen'l, 165; Debates in Senate, Globe, 1869, p. 17, etc.)

Duties of Commissioners. Rules.

SEC. 2. That it shall be the duty of said Commissioners: *First.* To aid the President, as he may request, in preparing suitable rules for carrying this act into effect, and when said rules shall have been promulgated it shall be the duty of all officers of the United States in the departments and offices to which any such rules may relate to aid, in all proper ways, in carrying said rules, and any modifications thereof, into effect.

Authority of acts of the President.—Where an act of Congress, establishing a general system, confers on the President the authority to do a specific act for the purpose of perfecting the means by which the system shall be carried into effect, the act of the President, when performed according to the terms of the statute, has all the validity and authority of the statute itself. (Opinion of Mar. 19, 1862, 10 Op. Att'y-Gen'l, 469.)

Power to prescribe rules.—There can be no doubt as to the power of Congress or any other legislative body to delegate to subordinate authorities the power to make rules and regulations within certain limits, which, when made, will have the force of law. Thus, corporations, municipal or private, may be authorized to make by-laws, and police commissioners, boards of health, and fire commissioners may be authorized to make regulations which have the effect of laws.

But if any rule prepared by this Commission, whether published by the President or not, should have the effect of repealing or modifying an act of Congress, it would be an act of legislation and not a regulation of a mere executive character, which it was clearly the object of this law to authorize. It is a grave question whether Congress could delegate to the ent, or to any board of commissioners jointly with the President, the authority to do any act which is equivalent to legislation. (Woods *v.* Gary, Postmaster-General, Sup. Ct. D. C., Sept. 14, 1897. See also, Opinion of Justices, 138 Mass., 601.)

By Executive order of November 30, 1900, the Commission is directed to assist the Philippine Civil Service Board and to conduct examinations for the civil service in the Philippines upon the request of that Board.

A similar Executive order of September 27, 1907, directs the Commission to assist the Porto Rican Civil Service Commission and authorizes the United States Commission to allow the transfer of employees from the civil service of Porto Rico to that of the United States, subject to the limitations respecting transfer within the Federal service.

By Executive order of October 31, 1905, the Commission is directed to assist the recorder of deeds at Washington in establishing and maintaining a system of examinations to precede appointments to clerical positions in his office to be open to all citizens of the District of Columbia qualified in respect to age, character, education, and experience.

In a letter to the Commission of July 16, 1895, the President requested it to further a plan by which the Board of Com-

missioners for the District of Columbia may provide examinations for those seeking places under the District government so far as this may be done without thereby adding to the expenses of the Commission. The authority to hold such examinations was sustained by the court of appeals of the District of Columbia in an application for an injunction by J. Stewart Harrison et al. *v.* John C. Black et al.

In an Executive order of December 17, 1907, the President directed that "upon the request of any member of Congress the United States Civil Service Commission shall aid in testing the qualifications of applicants for designation for appointment in the United States Military or Naval academies, so far as this may be done without thereby adding to the expenses of the Commission."

Second. And, among other things, said rules shall provide and declare, as nearly as the conditions of good administration will warrant, as follows:

Competitive examinations.

First, for open, competitive examinations for testing the fitness of applicants for the public service now classified or to be classified hereunder. Such examinations shall be practical in their character, and so far as may be shall relate to those matters which will fairly test the relative capacity and fitness of the persons examined to discharge the duties of the service into which they seek to be appointed.

Section 164, R. S., impliedly repealed by civil-service act.—Section 164, Revised Statutes, requiring all clerks in the four classes mentioned in section 163 to pass an examination, before appointment, by a board of three examiners consisting of the chief of the bureau and two other clerks selected by the head of the department in which the appointment is to be made, is impliedly repealed by the civil-service act. (Opinion of Aug. 1, 1885, Vol. XVIII, Op. Att'y-Gen'l, p. 245.)

Special exemption from examination not allowable under New York civil-service act.—Under the New York civil-service laws the power of the legislature to determine in what cases competitive examinations are practicable does not include the power to exempt or relieve any class of citizens from such examinations and exact them from others. All applicants for the same office, in reference to the manner of examination, must be treated alike. (Matter of Keymer, 148 N. Y., 219.)

Vacancies, how filled.

Second, that all the offices, places, and employments so arranged or to be arranged in classes shall be filled by selections according to grade from among those graded highest as the results of such competitive examinations.

When language of statute exempts positions from provisions of rules.—The temporary force of employees, to be selected and employed by the Secretary of the Interior, for the reproduction of the records and files of the offices of surveyor-general and register and receiver of the land office at San Francisco, Cal., which were destroyed by the earthquake and fire, as provided in the act of June 22, 1906 (34 Stat., 429, 430), and the persons to be selected by the Secretary of the Interior, under the act of March 4, 1907 (34 Stat., 1333), to make transcripts of records and plats in the General Land Office, must be appointed as a result of open competitive examinations, held under the provisions of the civil-service law.

Where Congress in an appropriation act makes use of the very term employed in the civil-service act in describing appointments to be made in accordance with its

provisions, it is manifest that there was no intention to waive the requirements of the civil-service law.

Under the existing civil-service rules, all persons in the Executive civil-service except those mentioned in Schedule A[a] and except persons employed merely as laborers, and persons whose appointments are subject to confirmation by the Senate, must be appointed as a result of open competitive examinations, held under the provisions of the law. Congress may, of course, at any time it deems proper exempt any position or class of positions from the operation of the act, but to do this it must use language indicating clearly and affirmatively its intention that the civil-service rules should not be applied. (Opinion of the Attorney-General, February 12, 1908.)

Apportionment.

Third, appointments to the public service aforesaid in the Departments at Washington shall be apportioned among the several States and Territories and the District of Columbia upon the basis of population as ascertained at the last preceding census.

Application for examination.

Every application for an examination shall contain, among other things, a statement, under oath, setting forth his or her actual bona fide residence at the time of making the application, as well as how long he or she has been a resident of such place.

Validity of appointment contrary to apportionment.—While it is the undoubted duty of the executive branch to give effect to the requirement of Congress for an apportionment, it is a very different thing to say that an appointment made in disregard of this rule of apportionment, through a mere inadvertence, is to fail entirely and be treated as a nullity.

Congress did not intend that where everything was done in good faith an inadvertent disregard of the rule of apportionment in making an appointment should annul that appointment. The statute is directory only in the above particular. (Opinion of Att'y-Gen'l, Dec. 10, 1891.)

Applications for examination.—All persons are required to make a proper application for appointment. The examination is not the only statutory requirement. * * * The authorities may require all applicants to verify such applications, and perjury may be committed in making oath to them. (Am. and Eng. Encycl. of Law, "Civil Service.")

Probation.

Fourth, that there shall be a period of probation before any absolute appointment or employment aforesaid.

Political contributions and service.

Fifth, that no person in the public service is for that reason under any obligations to contribute to any political fund, or to render any political service, and that he will not be removed or otherwise prejudiced for refusing to do so.

Coercion.

Sixth, that no person in said service has any right to use his official authority or influence to coerce the political action of any person or body.

Noncompetitive examinations.

Seventh, there shall be noncompetitive examinations in all proper cases before the Commission, when competent persons do not compete, after notice has been given of the

[a] For list of positions excepted under Schedule A see p. 91.

existence of the vacancy, under such rules as may be prescribed by the Commissioners as to the manner of giving notice.

Eighth, that notice shall be given in writing by the appointing power to said Commission of the persons selected for appointment or employment from among those who have been examined, of the place of residence of such persons, of the rejection of any such persons alter probation, of transfers, resignations, and removals, and of the date thereof, and a record of the same shall be kept by said Commission. Notice of changes in service.

And any necessary exceptions from said eight fundamental provisions of the rules shall be set forth in connection with such rules, and the reasons therefor shall be stated in the annual reports of the Commission. Exceptions to rules.

Third. Said Commission shall, subject to the rules that may be made by the President, make regulations for, and have control of, such examinations, and, through its members or the examiners, it shall supervise and preserve the records of the same; and said Commission shall keep minutes of its own proceedings. Regulations for examinations. Minutes of proceedings.

Fourth. Said Commission may make investigations concerning the facts, and may report upon all matters touching the enforcement and effects of said rules and regulations, and concerning the action of any examiner or board of examiners hereinafter provided for, and its own subordinates, and those in the public service, in respect to the execution of this act. Investigations.

Fifth. Said Commission shall make an annual report to the President for transmission to Congress, showing its own action, the rules and regulations and the exceptions thereto in force, the practical effects thereof, and any suggestions it may approve for the more effectual accomplishment of the purposes of this act. Annual report.

SEC. 3. That said Commission is authorized to employ a chief examiner, a part of whose duty it shall be, under its direction, to act with the examining boards, so far as practicable, whether at Washington or elsewhere, and to secure accuracy, uniformity, and justice in all their proceedings, which shall be at all times open to him. The chief examiner shall be entitled to receive a salary at the rate of three thousand dollars a year, and he shall be paid his necessary traveling expenses incurred in the discharge of his duty. The Commission shall have a secretary, to Chief examiner. Secretary.

be appointed by the President, who shall receive a salary of one thousand six hundred dollars per annum. It may, when necessary, employ a stenographer, and a messenger, who shall be paid, when employed, the former at the rate of one thousand six hundred dollars a year, and the latter at the rate of six hundred dollars a year. The Commission shall, at Washington, and in one or more places in each State and Territory where examinations are to take place, designate and select a suitable number of persons, not less than three, in the official service of the United States, residing in said State or Territory, after consulting the head of the department or office in which such persons serve, to be members of boards of examiners, and may at any time substitute any other person in said service living in such State or Territory in the place of anyone so selected. Such boards of examiners shall be so located as to make it reasonably convenient and inexpensive for applicants to attend before them; and where there are persons to be examined in any State or Territory, examinations shall be held therein at least twice in each year. It shall be the duty of the collector, postmaster, and other officers of the United States, at any place outside of the District of Columbia where examinations are directed by the President or by said board to be held, to allow the reasonable use of the public buildings for holding such examinations, and in all proper ways to facilitate the same.

Stenographer and messenger.

Boards of examiners.

Duties of public officers.

Chief examiner.—The office of chief examiner created by the civil-service act is to be filled by appointment by the President, with the advice and consent of the Senate. (Opinion of May 26, 1886, Att'y-Gen'l, Vol. XVIII, p. 409.)

Detail of clerks to Commission.—Section 3 of the civil-service act of January 16, 1883 (22 Stat. L., 405), authorizes the detail of persons in the official service of the Executive Departments to be members of the boards of examiners in the Civil Service Commission, but does not authorize such detail for any other purpose or service.

Opinion of December 22, 1904, adhered to. (Opinion of Apr. 8, 1905; 25 Op., Att'y-Gen'l, 379. See L. E. and J. act approved June 22, 1906, p. 26.)

Effect of civil-service act on paragraph 4415, Revised Statutes, concerning boards of examiners for inspectors of steam vessels.—Section 4415, Revised Statutes, so far as it prescribes the method by which vacancies on the board of inspectors of hulls of steam vessels shall be filled, was repealed by the civil-service act, and the board provided by said section can not act as a board of examiners under the civil-service act unless the members of such board are selected and appointed as such board of examiners. (Opinion of Aug. 10, 1896, Att'y-Gen'l, Vol. XXI, p. 393.)

Examining boards—carrier entitled to compensation while serving as examiner.—It is within the spirit and, as a consequence, within the clear meaning of the letter of the law, that the examiner during the time he is engaged in conducting civil-service examinations is attending to his official duties, and it is quite clear that he should be paid the compensation attach-

ing to his office during that time. The act of August 2, 1892, clothes the Postmaster-General with authority to appoint substitute letter carriers, "whose compensation shall be $1 per annum and the pro rata compensation of the carrier on whose route they may be required to serve." It does not necessarily follow that in all cases the compensation of the substitute shall be deducted from the pay of the carrier; and, as the right of the carrier to be paid his compensation while serving as an examiner aforesaid is unquestionable, it follows that the substitute should be paid out of the general appropriation for the free-delivery service. (Opinion of Assistant Attorney-General for the Post-Office Department, July 23, 1892.)

Accommodations, etc., for Commission.

SEC. 4. That it shall be the duty of the Secretary of the Interior to cause suitable and convenient rooms and accommodations to be assigned or provided, and to be furnished, heated, and lighted, at the city of Washington, for carrying on the work of said Commission and said examinations, and to cause the necessary stationery and other articles to be supplied, and the necessary printing to be done for said Commission.

Frauds.

SEC. 5. That any said Commissioner, examiner, copyist, or messenger, or any person in the public service who shall willfully and corruptly, by himself or in cooperation with one or more other persons, defeat, deceive, or obstruct any person in respect of his or her right of examination according to any such rules or regulations, or who shall willfully, corruptly, and falsely mark, grade, estimate, or report upon the examination or proper standing of any person examined hereunder, or aid in so doing, or who shall willfully and corruptly make any false representations concerning the same or concerning the person examined, or who shall willfully and corruptly furnish to any person any special or secret information for the purpose of either improving or injuring the prospects or chances of any person so examined, or to be examined, being appointed, employed, or promoted, shall for each such offense be deemed guilty of a misdemeanor, and upon conviction thereof, shall be punished by a fine of not less than one hundred dollars, nor more than one thousand dollars, or by imprisonment not less than ten days, nor more than one year, or by both such fine and imprisonment.

Customs classification.

SEC. 6. That within sixty days after the passage of this act it shall be the duty of the Secretary of the Treasury, in as near conformity as may be to the classification of certain clerks now existing under the one hundred and sixty-third section of the Revised Statutes, to arrange in classes the several clerks and persons employed by the collector,

naval officer, surveyor, and appraisers, or either of them, or being in the public service, at their respective offices in each customs district where the whole number of said clerks and persons shall be altogether as many as fifty. And thereafter, from time to time, on the direction of the President, said Secretary shall make the like classification or arrangement of clerks and persons so employed, in connection with any said office or offices, in any other customs district. And, upon like request, and for the purposes of this act, said Secretary shall arrange in one or more of said classes, or of existing classes, any other clerks, agents, or persons employed under his Department in any said district not now classified; and every such arrangement and classification upon being made shall be reported to the President.

Post-office classification.

Second. Within said sixty days it shall be the duty of the Postmaster-General, in general conformity to said one hundred and sixty-third section, to separately arrange in classes the several clerks and persons employed, or in the public service, at each post-office, or under any postmaster of the United States, where the whole number of said clerks and persons shall together amount to as many as fifty. And thereafter, from time to time, on the direction of the President, it shall be the duty of the Postmaster-General to arrange in like classes the clerks and persons so employed in the postal service in connection with any other post-office; and every such arrangement and classification upon being made shall be reported to the President.

Revision of classifications.

Third. That from time to time said Secretary, the Postmaster-General, and each of the heads of departments mentioned in the one hundred and fifty-eighth section of the Revised Statutes, and each head of an office, shall, on the direction of the President, and for facilitating the execution of this act, respectively revise any then existing classification or arrangement of those in their respective departments and offices, and shall, for the purposes of the examination herein provided for, include in one or more of such classes, so far as practicable, subordinate pla[illegible] clerks, and officers in the public service p[illegible] their respective departi[illegible] not befor[illegible] examination.

Examination required for appointment and promotion.

SEC. 7. That after t[illegible] the passage of th[illegible]

pointed, and no person shall be employed to enter or be promoted in either of the said classes now existing, or that may be arranged hereunder pursuant to said rules, until he has passed an examination, or is shown to be specially exempted from such examination in conformity herewith. But nothing herein contained shall be construed to take from those honorably discharged from the military or naval service any preference conferred by the seventeen hundred and fifty-fourth section of the Revised Statutes, nor to take from the President any authority not inconsistent with this act conferred by the seventeen hundred and fifty-third section of said statutes; nor shall any officer not in the executive branch of the Government, or any person merely employed as a laborer or workman, be required to be classified hereunder; nor, unless by direction of the Senate, shall any person who has been nominated for confirmation by the Senate be required to be classified or to pass an examination.

Preference to war veterans under sec. 1754, R. S.

Exclusions.

SEC. 8. That no person habitually using intoxicating beverages to excess shall be appointed to, or retained in, any office, appointment, or employment to which the provisions of this act are applicable.

Intoxicating beverages.

SEC. 9. That whenever there are already two or more members of a family in the public service in the grades covered by this act, no other member of such family shall be eligible to appointment to any of said grades.

Members of a family.

Family—Eligibility for examination.—Whether there are already two or more members of a family in the public service, etc., as provided in section 9 of the civil-service act of January 16, 1883, chapter 27, is not a question to be considered by the Civil Service Commission, but by the appointing power. (Opinion of June 12, 1883, Att'y-Gen'l, Vol. XVII, p. 554.)

Family—Eligibility for appointment.—Where a father and daughter held each an office in the classified service in one of the Departments and another daughter, having passed the required examination, was proposed for appointment in another Department: *Held*, That by force of section 9 of the act of January 16, 1883, chapter 27, the last-mentioned daughter, so long as the above state of facts exists, is ineligible for appointment to any office or place in the classified service. (Opinion of Dec. 9, 1884, Att'y-Gen'l, Vol. XVIII, p. 83.)

Family—Eligibility for examination and certification.—On May 25, 1907, the Attorney-General rendered a decision that where two or more members of a family are in the public service in the grades covered by the civil-service act the Commission is authorized and required to withhold from certification the name of any other member of such family.

The Attorney-General has also decided, under date of July 12, 1907, that the "family" consists of those who live under the same roof with the pater familias—those who form his fireside; but when they branch out and become heads of new establishments they cease to be part of the father's family.

In view of these decisions applications will be accepted from persons who show that other members of their family are in

the Government service, but the names of such persons will not be certified so long as two or more members of their family are in the Federal service in the grades covered by the civil-service act.

Where a father and two of his married sons each held positions in the classified service, but the sons maintained separate homes and lived apart from their father, a daughter living with her father made application for examination: *Held*, That the sons were no longer members of their father's family within the civil-service act, and, accordingly, that but one member of the family was employed in the classified service at the time the daughter made application, and she was therefore eligible for appointment if otherwise qualified under the civil-service act and rules. (Opinion of Attorney-General, July 12, 1907.)

Recommendation by Members of Congress.

SEC. 10. That no recommendation of any person who shall apply for office or place under the provisions of this act which may be given by any Senator or Member of the House of Representatives, except as to the character or residence of the applicant, shall be received or considered by any person concerned in making any examination or appointment under this act.

Political assessments and contributions.

SEC. 11. That no Senator, or Representative, or Territorial Delegate of the Congress, or Senator, Representative, or Delegate-elect, or any officer or employee of either of said Houses, and no executive, judicial, military, or naval officer of the United States, and no clerk or employee of any department, branch or bureau of the executive, judicial, or military or naval service of the United States, shall, directly or indirectly, solicit or receive, or be in any manner concerned in soliciting or receiving, any assessment, subscription, or contribution for any political purpose whatever, from any officer, clerk, or employee of the United States, or any department, branch, or bureau thereof, or from any person receiving any salary or compensation from moneys derived from the Treasury of the United States.

Contributions for political purposes.—An agent of the Government who receives money to pay secret agents is not guilty of either receiving or being concerned in receiving a contribution for a political purpose, within the meaning of the act of January 16, 1883, chapter 27, where he received and honored an order from one of said secret agents to pay money out of the next remittance he should receive to a person not in the Government service as a contribution in aid of a political campaign, it appearing that said agent had nothing whatever to do with soliciting, inducing, or causing said secret agent to give the order, and had no relation or connection with the person to whom he paid the money, and had no concern in or control over the money after it was so paid, although he knew for what purpose it was paid. Said act does not forbid voluntary contributions for political purposes by persons in the employ of the Government, but protects such persons from solicitation or coercion with respect to such contributions. (Opinion of Jan. 25, 1896, Vol. XXI, p. 298, Att'y-Gen'l Op.)

Solicitation of political contributions by Federal officers.—The sending of a circular

letter by a political committee to Federal officers and employees soliciting financial aid in Congressional or State elections, upon or attached to which appear the names of Federal officers or employees, is a violation of section 11 of the civil-service act, which declares that no officer or employee of the Government shall be in any manner concerned in soliciting or receiving any assessment or contribution for any political purpose whatever from any officer or employee of the United States. The statute unquestionably condemns all such circulars, notwithstanding the particular form of words adopted, in order to show a request rather than a demand, and to give the responses a quasi-voluntary character. (Opinion of October 17, 1902; 24 Op. Att'y-Gen'l, 133.) (See also brief of Commission and letter of Senator Edmunds, 16 Report of Commission, 149–154.)

Sufficiency of indictment.—"To charge a man with soliciting a contribution from United States officers for a political purpose carries with it by implication a charge that the accused knew the purpose for which the contribution was solicited. The words 'for a political purpose' may reasonably be construed to qualify not only the contribution, but the solicitation. Similarly, to charge that a man received from another his contribution for a political purpose, by implication charges that the reception was for the same purpose as the contribution. * * * Nor was it necessary to set out the specific averment that the defendant knew that the persons from whom the contributions were received were officers of the United States." (U. S. *v.* Scott, 74 Fed. Rep., 213.)

Description of offense in words of statute.—The general rule that it is sufficient to describe a statutory offense by using the words of the statute, is followed where the indictment charges the defendant with being "unlawfully concerned in soliciting a contribution." (U. S. *v.* Scott, 74 Fed. Rep., 213.)

SEC. 12. That no person shall, in any room or building occupied in the discharge of official duties by any officer or employee of the United States mentioned in this act, or in any navy-yard, fort, or arsenal, solicit in any manner whatever, or receive any contribution of money or any other thing of value for any political purpose whatever.

Section 12 constitutional.—The twelfth section of the act is not unconstitutional because of its prohibiting all persons, whether in the employ of the United States or not, from soliciting contributions for political purposes in any of the places mentioned in that section of the act. (U. S. *v.* Newton, Supreme Court District of Columbia, Washington Law Reporter, vol. 19, p. 770.)

The United States Supreme Court, in a unanimous decision, rendered March 9, 1908, decided that section 12 of the civil-service act applies to the mailing to Federal employees at their places of employment letters soliciting political contributions, as well as to solicitations made in person. (U. S. *v.* Thayer.)

For full opinion, see Twenty-fourth Report.

SEC. 13. No officer or employee of the United States mentioned in this act shall discharge, or promote, or degrade, or in any manner change the official rank or compensation of any other officer or employee, or promise or threaten so to do, for giving or withholding or neglecting to make any contribution of money or other valuable thing for any political purpose. Change of rank or compensation.

SEC. 14. That no officer, clerk, or other person in the service of the United States shall, directly or indirectly,

give or hand over to any other officer, clerk, or person in the service of the United States, or to any Senator or Member of the House of Representatives, or Territorial Delegate, any money or other valuable thing on account of or to be applied to the promotion of any political object whatever.

Penalty.

SEC. 15. That any person who shall be guilty of violating any provision of the four foregoing sections shall be deemed guilty of a misdemeanor, and shall, on conviction thereof, be punished by a fine not exceeding five thousand dollars, or by imprisonment for a term not exceeding three years, or by such fine and imprisonment both, in the discretion of the court.

Approved, January 16, 1883.

STATUTES AFFECTING THE CLASSIFIED SERVICE.

DIRECTORY STATUTES.[a]

President's authority to prescribe regulations concerning appointment. R. S., sec. 1753.

The President is authorized to prescribe such regulations for the admission of persons into the civil service of the United States as may best promote the efficiency thereof, and ascertain the fitness of each candidate in respect to age, health, character, knowledge, and ability for the branch of service into which he seeks to enter; and for this purpose he may employ suitable persons to conduct such inquiries, and may prescribe their duties, and establish regulations for the conduct of persons who may receive appointments in the civil service.[b]

Departmental regulations. R. S., sec. 161.

The head of each Department is authorized to prescribe regulations, not inconsistent with law, for the government of his Department, the conduct of its officers and clerks, the distribution and performance of its business, and the custody, use, and preservation of the records, papers, and property appertaining to it.

Departmental regulations, force of.—The regulation of a department of the Government is not to control the construction of an act of Congress when its meaning is plain, but when there has been a long acquiescence in a regulation, and by it rights of parties for many years have been determined and adjusted, it is not to be disregarded without the most cogent and persuasive reasons. (Opinion of Aug. 1, 1898; 22 Op. Att'y-Gen'l, 163.)

Upon this general subject see also Opinions of Attorneys-General of Mar. 19, 1862 (10 Op., 469); of Oct. 8, 1864 (11 Op., 109); of May 15, 1876 (15 Op., 94), and of Nov. 17, 1898 (22 Op., 266).[c]

Attorney-General—Construction of a departmental regulation.—The question as to whether or not a citizen of Porto Rico, legally a resident of New York, is eligible for appointment in the Marine-Hospital Service under a departmental regulation which requires the applicant to be a citizen of the United States, or, if of foreign birth, to furnish proof of American citizenship, does not involve any question of law within the meaning of section 356, Revised Statutes, and is not, therefore, one properly calling for an opinion of the Attorney-General. The requirement not being demanded by law, its interpretation may properly be left to the department or bureau responsible for its existence and execution. (18 Op., 521; 20 Op., 649; 21 Op., 255, followed; opinion of July 8, 1904, 25 Op. Att'y-Gen'l, 183.)

Authority of the President as the Chief Executive.—In the exercise of his general administrative superintendence the President may interfere to restrain an officer from assuming an authority that does not belong to him, as well as to compel the officer to perform a duty that does belong to him. (Opinion of May 15, 1876, 15 Op. Att'y-Gen'l, 94.)

---

[a] These statutes either authorize or direct certain ways of conducting the public business which falls within the purview of the civil-service act and rules, and depend upon administrative discipline for their enforcement.

[b] By virtue of the authority contained in this section, the regulations described on page 73, governing the employment of unclassified laborers, have been promulgated.

[c] The general subject of the legal force of regulations is treated at length in "Remarks on the Army Regulations and Executive Regulations in General," by G. Norman Lieber, Judge-Advocate-General, United States Army (1898).

Clerkships open to women. R. S., s. 165.

Women may, in the discretion of the head of any Department, be appointed to any of the clerkships therein authorized by law, upon the same requisites and conditions, and with the same compensation, as are prescribed for men.

Number of clerks of higher grade may be diminished and lower increased, 15 Aug., 1876, 19 Stat. L., 169, c. 287, s. 3; 1 Supp., 120.

Whenever, in the judgment of the head of any Department, the duties assigned to a clerk of one class can be as well performed by a clerk of a lower class or by a female clerk, it shall be lawful for him to diminish the number of the clerks of the higher grade and increase the number of clerks of the lower grade within the limit of the total appropriation for such clerical service: *Provided*, That in making any reduction of force in any of the Executive Departments, the head of such Department shall retain those persons who may be equally qualified who have been honorably discharged from the military or naval service of the United States and the widows and orphans of deceased soldiers and sailors.

Preference in reduction of force.

War veteran preference in appointments to civil offices. R. S., sec. 1754.

Persons honorably discharged from the military or naval service by reason of disability resulting from wounds or sickness incurred in the line of duty shall be preferred for appointments to civil offices, provided they are found to possess the business capacity necessary for the proper discharge of the duties of such offices.

Preference under section 1754, Revised Statutes.—The joint resolution of March 3, 1865 (sec. 1754, R. S.), considered in connection with the act of March 3, 1871, chapter 114, is construed to mean that honorably discharged soldiers and sailors are not exempt from liability to examination for admission into the civil service, but that they are entitled to a preference for appointment as against other persons of equal qualifications for the place. (Opinion of Aug. 13, 1881, Vol. XVII, Op. Att'y-Gen'l, p. 194.)

Preference under section 1754, R. S., not mandatory.—By section 1754, Revised Statutes, it is made the duty of those making appointments to civil offices to give a preference, other things being equal, to the class of persons named in that section; but the matter of capacity and personal fitness for the place is for the determination of the appointing power. (Opinion of May 24, 1889, Vol. XIX, Op. Att'y-Gen'l, p. 318.)

Employment of veterans—Census Office.—The preference given honorably discharged soldiers of the United States by section 5 of the act of March 6, 1902 (32 Stat., 51), in the matter of employment in the permanent Census Office, is not absolute and regardless of qualifications. Such preference is to be given if the person is equally qualified; but the appointing power still retains and must exercise its discretion and judgment in determining the fitness for the required work of the persons to be selected and retained.

To this end the Director of the Census may fix a reasonable standard of fitness, and guard it by reasonable regulations intended and calculated to secure an efficient permanent force. Such regulations may relate to age, experience, rating, proposed time of service, etc.

The preference given by the statute is one with respect to the place sought or held; but if a person of the preferred class fails to secure the place he seeks, or

to retain the one he has, there is no obligation on the appointing power to create a vacancy by dismissing an efficient employee to give him another chance. (Opinion of June 5, 1902, 24 Op. Att'y-Gen'l, 64.)

Removal of veterans.—The removal of an honorably discharged soldier from a position in an Executive Department "because of his rating as inefficient" is the exercise of a purely executive power, and the reasons for such exercise can not be inquired into by the courts. (Keim *v.* U. S., 177 U. S., 290.)

Preference under this section applies only to original entrance to the service, and not to promotion.

Assignments and transfers of railway mail clerks. Post-Office appropriation act of Mar. 3, 1905.

In the assignment or transfer of clerks from the railway mail service, however, preference shall be given to the persons honorably discharged from the military or naval service who served in the civil war and who are now serving as clerks on the railway mail cars in order that they may be transferred to clerical service in the Department or in the post-offices and relieved from service on said cars as rapidly as practicable, provided they are found to possess the business capacity necessary for the proper discharge of the duties of the offices to which they may be transferred.

Legal residence—certificate of proper officer. Act of July 11, 1890.

* * * That hereafter every application for examination before the Civil Service Commission for appointment in the departmental service in the District of Columbia shall be accompanied by a certificate of an officer, with his official seal attached, of the county and State of which the applicant claims to be a citizen, that such applicant was, at the time of making such application, an actual and bona fide resident of said county, and had been such resident for a period of not less than six months next preceding.

26 Stat. L., 235; Sup. R. S., vol. 1, 2d ed., p. 772, par. 1.

But this provision shall not apply to persons who may be in the service and seek promotion or appointment in other branches of the Government. * * *

Certificate of county officer in application for examination.—The words "departmental service" and "the service," as used in the proviso in that part of the legislative, executive, and judicial appropriation act of July 11, 1890, chapter 667, which relates to the Civil Service Commission, mean the classified civil service as established by sections 163 and 167, Revised Statutes, and section 6 of the act of January 16, 1883, chapter 27.

The words in the same proviso, viz, "Promotion or appointment in other branches of the Government," signify promotion or appointment in the classified service of some other department than that to which the applicant may belong.

Semble, That an application for a transfer is not within the exception of the proviso.

Congress not having designated in the proviso any particular county officer or officers who may make the certificate required to accompany the application, this matter must be presumed to have been left as a subject for regulation by the Civil Service Commission. (Opinion of Aug. 2, 1890, Vol. XIX, Op. Att'y-Gen'l, p. 624.)

Authority of the Commission to prescribe certain regulations respecting legal residence.—If the construction given to the words in the Commission's order of March 7, 1893, viz, "actually living and residing in and having his or her place of abode," involves narrowing the statutory requirement of "actual bona fide residence," then it is a regulation which the Commission has no authority to make. Attorney-General Miller, in his opinion of April 1, 1891, construing the words "actual bona fide resident," contained in the act of July 11, 1890, held that these words did not necessarily require actual bodily presence. The order of the Commission does require actual bodily presence, except in the four classes of cases specified therein, and is therefore a narrowing of the statutory requirement of "actual bodily residence," and to this extent unauthorized. (Att'y-Gen'l, Opinion of, Aug. 29, 1893.)

Actual bona fide residence.—Just what constitutes an actual bona fide resident is not always easy to determine. That a man may have an actual bona fide residence in one place and be bodily absent therefrom for months and even years together is certainly true. Instance of a Government official. Such a person is liable to all the burdens of residence and citizenship at home.

A person who leaves his home in one of the States, with his family, and engages in business, public or private, in the District of Columbia, or elsewhere, denies his liability to the burdens of residence at his former State home, and is not an actual bona fide resident at that place. Claim to vote in the State from which he came would not make him a proper applicant for the examination provided for in this section. It was the purpose of the act to discriminate against persons of the latter class, persons who claim the benefit of State citizenship and disclaim or fail to discharge any of the obligations of such State residence and citizenship. (Att'y-Gen'l, Opinion of, Apr. 1, 1891.)

Legal residence, married women.—The legal residence of a married woman is the same as that of her husband, and so remains until she is separated from him by an absolute or limited divorce. A married woman living apart or divorced from her husband may, if she so desires, for the purpose of filing an application for examination, claim a legal residence other than his, but she must furnish a sworn statement of the facts upon which she bases her claim to a separate legal residence.

Legal residence, minors.—The legal residence of minors is the same as that of the parents or guardians.

Oaths, when administered by officer. R. S., ss. 183, 184. [illegible]

Any officer or clerk of any of the Departments lawfully detailed to investigate frauds on, or attempts to defraud, the Government, or any irregularity or misconduct of any officer or agent of the United States, and any officer of the Army detailed to conduct an investigation, and the recorder, and, if there be none, the presiding officer of any military board appointed for such purpose, shall have authority to administer an oath to any witness attending to testify or depose in the course of such investigation.

Annual reports [illegible]

* * * That hereafter it shall be the duty of the heads of the several Executive Departments of the Government to report to Congress each year in the annual estimates the number of employees in each bureau and office and the salaries of each who are below a fair standard of efficiency.

Monthly reports to heads of Departments. [illegible]

* * * Hereafter it shall be the duty of the head of each Executive Department to require monthly reports to be made to him as to the condition of the public business

in the several bureaus or offices of his Department at Washington; and in each case where such reports disclose that the public business is in arrears, the head of the Department in which such arrears exist shall require, as provided herein, an extension of the hours of service to such clerks or employees as may be necessary to bring up such arrears of public business.

Quarterly reports to the President. 30 Stat. L., 317; Supp. R. S., vol. 2 [No. 8], p. 737, sec. 7.

Hereafter it shall be the duty of the head of each Executive Department, or other Government establishment at the seat of government, not under an Executive Department, to make at the expiration of each quarter of the fiscal year a written report to the President as to the condition of the public business in his Executive Department or Government establishment, and whether any branch thereof is in arrears.

Employment of labor in navy-yards. Sec. 1544, R. S.

Laborers shall be employed in the several navy-yards by the proper officers in charge with reference to skill and efficiency, and without regard to other considerations.

Official oath, form of. R. S., ss. 1756, 1757. 13 May, 1884, 23 Stat. L., 22, c. 46 s. 2; 1 Supp., 428. Monat v. U. S., 124 U. S., 303; Dennison v. U. S., 168 U. S., 241. 18 A. G. Op., 182; 19 A. G. Op., 220, 484; 23 A. G. Op., 608.

Whenever any person is elected or appointed to any office of honor or profit either in the civil, military, or naval service, except the President of the United States, he shall before entering upon the duties of his office, take and subscribe the following oath: "I, A B, do solemnly swear (or affirm) that I will support and defend the Constitution of the United States against all enemies, foreign and domestic; that I will bear true faith and allegiance to the same; that I take this obligation freely without any mental reservation or purposes of evasion; and that I will well and faithfully discharge the duties of the office on which I am about to enter. So help me God." But nothing in this section shall affect the oath prescribed by law in relation to the performance of duties in special or particular subordinate offices and employments.

Who may administer. R. S., s. 1758. McDermott v. U. S., 40 Fed. Rep., 217; 23 A. G. Op., 611.

The oath of office required by the preceding section may be taken before any officer who is authorized either by the laws of the United States or by the local municipal law to administer oaths in the State, Territory, or District where such oath may be administered.

Chief clerks directed to administer oath of office. 29 Aug., 1890, 26 Stat. L., 371, c. 820; 1 Supp., 791.

The chief clerks of the several Executive Departments and of the various Bureaus and offices thereof in Washington, District of Columbia, are hereby authorized and directed, on application and without compensation therefor, to administer oaths of office to employees required to be taken on their appointment or promotion.

Classification of Department clerks. R. S., s. 163. Act of March 3, 1853.

* * * The clerks in the Departments shall be arranged in four classes, distinguished as the first, second, third, and fourth classes.[a]

Salaries of clerks and employees in Departments. R. S., s. 167.

The annual salaries of clerks and employees in the Departments, whose compensation is not otherwise prescribed, shall be as follows:

20 A. G. Op., 716; 21 A. G. Op., 167.

First. To clerks of the fourth class, eighteen hundred dollars.

Second. To clerks of the third class, sixteen hundred dollars.

Third. To clerks of the second class, fourteen hundred dollars.

Fourth. To clerks of the first class, twelve hundred dollars.

Hours of business. R. S., s. 162. 3 Mar., 1893, 27 Stat. L., 715, c. 211, s. 5; 2 Supp., 129. 15 Mar., 1898, 30 Stat. L., 316, c. 68, s. 7; 2 Supp., 129.

All the bureaus, offices in the different Departments, and other Government establishments at the seat of government shall be open for the transaction of the public business at least seven and one-half hours each day, except Sundays and days declared public holidays by law or Executive order.

Hours of labor in the Executive Departments. Act of Mar. 15, 1898 sec. 7.

Hereafter it shall be the duty of the heads of the several Executive Departments, in the interest of the public service, to require of all clerks and other employees, of whatever grade or class, in their respective Departments, not less than seven hours of labor each day, except Sundays and days declared public holidays by law or Executive order: *Provided*, That the heads of the Departments may, by special order, stating the reason, further extend the hours of any clerk or employee in their Departments, respectively; but in case of an extension it shall be without additional compensation: *Provided further*, That the

Leaves of absence.

head of any Department may grant thirty days' annual leave with pay in any one year to each clerk or employee: *And provided further*, That where some member of the immediate family of a clerk or employee is afflicted with a contagious disease and requires the care and attendance of such employee, or where his or her presence in the Department would jeopardize the health of fellow-clerks, and in exceptional and meritorious cases, where a clerk or employee is personally ill, and where to limit the annual leave to thirty days in any one calendar year would work peculiar hardship, it may be extended, in the discretion of the head of the Department, with pay, not exceeding thirty days in any one case or in any one calendar year.

---

[a] See page 98.

This section shall not be construed to mean that so long as a clerk or employee is borne upon the rolls of the Department in excess of the time herein provided for or granted that he or she shall be entitled to pay during the period of such excessive absence, but that the pay shall stop upon the expiration of the granted leave. 30 Stat. L., 316; Supp. R. S., vol. 2 [No. 8], pp. 736, 737, sec. 7.

* * * *Provided*, That the thirty days' annual leave of absence with pay in any one year to clerks and employees in the several Executive Departments authorized by existing law shall be exclusive of Sundays and legal holidays. Act of Feb. 24, 1899, sec. 4. 30 Stat. L., 890; Supp. R. S., vol. 2 [No. 8], pp. 946, 947, sec 4.

Time of labor in Civil Service Commission.—The Commission not being an Executive Department, this section does not apply to it or to its employees. .(Opinion of May 4, 1898; 22 Op. Att'y-Gen'l, 62.)

Hours of labor in Executive Departments.—"Every Saturday after 12 o'clock noon" is a holiday for all purposes within the District of Columbia, and is therefore one of the "days declared public holidays by law" within the meaning of the statutes regulating the number of hours of labor which must be required of all clerks and employees in the Executive Departments. Consequently, heads of Departments are not obliged to require labor of such clerks, etc., after the hour of noon on Saturdays.

Heads of Departments must require at least seven hours' labor of all their clerks and other employees every day in the year except Sundays and days declared to be holidays by section 1389 of the Code of the District of Columbia, and during authorized leave; and, if the public service requires it, the hours of labor may be extended by special order and may include holidays as well as ordinary days. (Opinion of Aug. 15, 1903; 25 Op. Att'y-Gen'l, 40.)

Hours of laborers and mechanics.—Congress may fix the hours of labor upon all the works of the United States, and such laws are binding not only upon United States officers, but through contract upon all contractors with the United States. (Opinion of May 10, 1905; 25 Op. Att'y-Gen'l, 442.)

Compensation of per diem employees for holidays while absent with leave.—Per diem employees are not entitled to compensation for legal holidays while they are absent from duty with leave. (Vol. 9, p. 84, Dec. of Compt. Treas.)

Pay while on leave of absence.—An employee of the Post-Office Department who was granted leave of absence until further notice, pending an investigation of his office, is entitled to the salary of his office while so absent, not to exceed thirty days, exclusive of Sundays and legal holidays. (Vol. 9, p. 724, Dec. of Compt. Treas.)

Additional compensation for services rendered outside of office hours.—An employee is entitled to compensation for services rendered outside of office hours when they are distinct from his duties as an employee. (Vol. 9, pp. 274, 620, 732, Dec. of Compt. Treas.)

Absence on military duty.—The time employees of the Government may be engaged in any form of military duty can not be charged against the thirty days' annual leave they are entitled to. (1896; 21 Op. Att'y-Gen'l, 353.)

Discretion of head of Department.—"* * * it is discretionary with the heads of the Departments to grant or refuse leaves of absence; and the exercise of such discretion can not be affected by judicial decision. All absence without the consent of the head of a Department is without pay, and absence with the permission of the head of the Department is subject to such conditions and limitations

as may be imposed by the authority granting the leave." (Hurlburt *v.* U. S. (1895), 30 Ct. Cl., 16.)

Leave not extended, except for sickness.—"Heads of Departments and the Executive of the United States are, alike, inhibited * * * from granting leaves of absence to Department clerks with pay and without charging the time against the period of absence allowed annually by law in every case except that of the sickness of the clerk concerned." (1892, 20 Op. Att'y-Gen'l, 303.)

PROHIBITORY STATUTES[a] WITHOUT PENALTIES.

Persons formerly in Departments not to prosecute claims in them. R. S., s., 190. 20 A. G. Op., 695; 25 A. G. Op., 6.

It shall not be lawful for any person appointed after the first day of June, one thousand eight hundred and seventy-two, as an officer, clerk, or employee in any of the Departments, to act as counsel, attorney, or agent for prosecuting any claim against the United States which was pending in either of said Departments while he was such officer, clerk, or employee, nor in any manner nor by any means, to aid in the prosecution of any such claim, within two years next after he shall have ceased to be such officer, clerk, or employee.

Prosecution of claims by former officer, etc., of Civil Service Commission.—The inhibitions contained in section 190, Revised Statutes, respecting the prosecution of claims against the United States, are not applicable to the United States Civil Service Commission, its officers, clerks, or employees, said Commission not being comprehended within the term "Department" as used in that section.

Mr. A. R. Serven, formerly chief examiner of the United States Civil Service Commission, if not otherwise disqualified, is entitled to be enrolled as an attorney for the prosecution of claims against the United States before the Treasury Department. (Opinion of July 11, 1903, 25 Op. Att'y-Gen'l, 6.)

Prohibition of voluntary service except in emergencies. Act of May 1, 1884, 23 Stat. L., 17; Supp. R. S., vol. 1, 2d ed., p. 427.[b]

* * * Hereafter no Department or officer of the United States shall accept voluntary service for the Government or employ personal service in excess of that authorized by law except in cases of sudden emergency involving the loss of human life or the destruction of property.

No civil pension roll. 24 Feb., 1899, 30 Stat. L., 890, c. 187, s. 4; 2 Supp., 946.

The establishment of a civil pension roll or an honorable service roll, and the exemption of any of the officers, clerks, or persons in the public service from the existing laws respecting employment in such service is hereby prohibited.

---

[a] Many statutes affecting the public service declare certain acts unlawful, and yet provide no penalty for their violation. The efficiency of administrative discipline and the recognized nullity of acts done in violation of law is considered sufficient for their enforcement. For convenience they are grouped under the above designation.

[b] See Glavey *v.* U. S. (1900), 35 Ct. Cls., 242.

No employment permitted except upon specific appropriation. Act of Aug. 5, 1882, sec. 4.

That no civil officer, clerk, draughtsman, copyist, messenger, assistant messenger, mechanic, watchman, laborer, or other employee shall * * * be employed in any of the Executive Departments or subordinate bureaus or offices thereof at the seat of government, except only at such rates and in such numbers, respectively, as may be specifically appropriated for by Congress for such clerical and other personal services for each fiscal year; and no civil officer, clerk, draughtsman, copyist, messenger, assistant messenger, mechanic, watchman, laborer, or other employee shall hereafter be employed at the seat of government in any Executive Department or subordinate bureau or office thereof or be paid from any appropriation made for contingent expenses, or for any specific or general purpose, unless such employment is authorized and payment therefor specifically provided in the law granting the appropriation, and then only for services actually rendered in connection with and for the purposes of the appropriation from which payment is made, and at the rate of compensation usual and proper for such services; * * * all details of civil officers, clerks, or other subordinate employees from places outside of the District of Columbia for duty within the District of Columbia, except temporary details for duty connected with their respective offices, be, and are hereby, prohibited; and thereafter all moneys accruing from lapsed salaries, or from unused appropriations for salaries, shall be covered into the Treasury.

Details from outside for duty within District of Columbia.

Lapsed salaries. 22 Stat. L., 255; Supp. R. S., vol. 1, 2d ed., p. 374, sec. 4.

Employment of an additional clerk to the Secretary of the Navy.—Under the provision in section 4 of the act of August 5, 1882, that clerks shall not be employed in any of the Executive Departments unless specifically appropriated for by Congress, the employment of a confidential clerk to the Secretary of the Navy in addition to the clerk provided for in the act of February 25, 1903, is not authorized. (Vol. 10, Pt. I, p. 3, Dec. of Compt. Treas.)

Employees in the Executive Departments not specifically provided for.—The provision in section 4 of the act of August 5, 1882, that no employee shall be employed in any Executive Department or be paid from any specific or general appropriation "unless such employment is authorized and payment therefor specifically provided" in the appropriation prohibits the employment in the office of Naval War Records in the Navy Department of persons employed under and paid from the appropriation for increase of the Navy. (Vol. 9, p. 63, Dec. of Compt. Treas.)

Payment of double compensation to a person holding two appointments at the same time.—Where a person who holds a Federal position with a fixed salary or compensation is appointed to another independent place or position, the holding of which is not incompatible with the holding of said prior place, he is not entitled to compensation for such second position unless the salary or compensation thereof was fixed by law or regulation prior to his appointment thereto. (Vol. 10, p. 726, Dec. of Compt. Treas.)

Detail prohibited.—Section 4 of the act of August 5, 1882, having prohibited the detailing of civil officers, clerks, and other subordinate employees from places outside the District of Columbia for duty within the District of Columbia, the detailing for duty in the office of the Commissioner-General of Immigration at Washington, D. C., of an immigrant inspector stationed at Alexandria, Va., is not authorized, and he is not entitled to compensation while so detailed.

Withholding compensation of an employee who is indebted to the Government.—Under the provisions of section 1766, Revised Statutes, a disbursing officer is authorized to withhold payment of the compensation of an employee who is indebted to the Government on account of compensation unlawfully paid him under a prior appointment until the amount withheld shall equal said indebtedness. (Vol. 10, p. 288, Dec. of Compt. Treas.)

Pay of a retired officer of the Navy continued on active duty as chief of a bureau.—An officer of the Navy who, on transfer to the retired list, continued on active duty as Chief of the Bureau of Supplies and Accounts is entitled to the pay of that office until the expiration of his term of appointment, unless sooner relieved from active duty as chief of said bureau. (Vol. 10, p. 56, Dec. of Compt. Treas.)

Retired army officers.—A retired officer of the Army does not vacate his commission by accepting a civil office, unless it be an office in the diplomatic or consular service, in which latter case he is to be regarded as having resigned his place in the Army. From the general law applicable to such case (contained in section 1223, Revised Statutes), a certain class of retired officers described in the act of March 3, 1875, chapter 178, are excepted.

He is not precluded from holding a civil office which he may lawfully hold under and by virtue of an appointment to such office, and is entitled to draw his pay as a retired officer and also the salary provided for the civil office during the period of his incumbency of the latter office. (Opinion of June 11, 1867, Vol. XV, Op. Att'y-Gen'l, p. 306. See sec. 2, legislative, executive, and judicial appropriation act of July 31, 1894.)

Army officers—Restrictions upon holding civil offices not applicable to volunteer officers.—The provisions of section 1222, Revised Statutes, that no officer of the Army on the active list shall hold any civil office, etc., applies only to Regular Army officers. An army officer on the active list is one not only actively but permanently engaged in the military service of the Government. While an officer in the Volunteer Army may be said to be actively engaged in the military service, he is not permanently so engaged, and the Government does not need nor demand a complete and final severance of his relations with civil life. (Opinion of June 10, 1898; 22 Att'y-Gen'l Op., 88.)

Incompatible service—General appraisers.—The provision in section 12 of the customs administrative act of June 10, 1890 (26 Stat., 136), directing that a general appraiser "shall not be engaged in any other business, avocation, or employment" is not applicable to the case of a general appraiser detailed by the Secretary of the Treasury without additional compensation as "an expert to represent the United States in the international commission for the conversion of the present Chinese tariff into specific rates." That provision in connection with other provisions of the law means that such officer can not hold another office under the Government or be engaged in other incompatible Government service.

There is no incompatibility between the office of general appraiser and the special service of expert for which such officer was detailed, the latter service being a mere employment without compensation and not an office. (Opinion of Apr. 2, 1902, 24 Op. Att'y-Gen'l, 12.)

Office—When employment does not create one.—An act of Congress authorizing the expenditure of money for the employment of a competent mathematician, to supervise the completion of certain tables of planets, providing no permanency to the term, no requirement that the person employed shall either take an official oath or receive a commission, and no formali-

ties in the selection of such an employee, does not create an office. (Opinion of Mar. 23, 1897, p. 507, Vol. XXI, Op. Att'y-Gen'l.)

Duties to which employees may be assigned.—Section 4 of the act of 1882 refers only to the appointment or employment of persons in the Federal service, and does not restrict in any manner the kind of work to which they shall be put after being appointed or employed. The act in nowise limits the discretion of the heads of the Executive Departments as to the character of work which shall be required of their several employees, but is only intended to prevent the employment of subordinate officers or employees at the seat of government without specific appropriation for their payment.

Where a specific appropriation is made for a position named, there is no statutory restriction which prevents the use of such specific appropriation in paying for services which were clearly not covered by the title of the position for which the appropriation was made. (Opinion of the Attorney-General in case of Richard Lee, Mar. 17, 1908.)

No department officer to charge for oath to employee. 29 Aug., 1890, 26 Stat. L., 371, c. 820; 1 Supp., 791.

No officer, clerk, or employee of any Executive Department who is also a notary public or other officer authorized to administer oaths shall charge or receive any fee or compensation for administering oaths of office to employees of such department required to be taken on appointment or promotion therein.

Executive order concerning notaries public in departments.—On January 4, 1905, the President promulgated an order forbidding, under penalty of dismissal, all persons in the executive service of the Government who are notaries public from receiving any compensation for performing notarial acts in any manner in which the Government is interested, or for any person when in the case of such person the act is performed during the hours of such notary's service to the Government. This order does not apply to oaths required by law, provided that the work in connection therewith is not performed during office hours. On March 31, 1905, this order was followed by another declaring that the order of January 4, 1905, did not apply to oaths of disinterestedness.

Holding of two offices forbidden where salary of either is $2,500. Act of July 31, 1894, sec. 2. 28 Stat. L., 205; Supp. R. S., vol. 2 [No 4], p. 212, sec. 2. [See, at pp. 126–128, Fourteenth Report, Executive order forbidding holding of State or municipal offices by persons holding Federal civil offices.]

* * * No person who holds an office the salary or annual compensation attached to which amounts to the sum of two thousand five hundred dollars shall be appointed to or hold any other office to which compensation is attached unless specially heretofore or hereafter specially authorized thereto by law; but this shall not apply to retired officers of the Army or Navy whenever they may be elected to public office or whenever the President shall appoint them to office by and with the advice and consent of the Senate.

Executive order regulating the holding of two offices.—An executive order of January 17, 1873, declares that "persons holding any Federal civil office by appointment under the Constitution and laws of the United States will be expected, while holding such office, not to accept or hold any office under any State or Territorial government, or under the charter or ordinances of any municipal corporation." Exceptions are made in case of justices of the peace, notaries public, commissioners of deeds, and postmasters whose remuneration does not exceed $600 a year.

The order would apply to the office of an alderman or common councilman in a city, or of a town councilman of a town or village, or of appointments under city, town, or village governments, whether with or without compensation. Positions on boards of education, school committees, public libraries, religious or eleemosynary institutions, professorships in colleges, and mechanics and laborers employed by the day are not regarded as "offices" under the order, and officers of the Federal Government, in common with all good citizens, may engage in such service if the attention required does not interfere with the regular and efficient discharge of their duties under the Federal Government. Federal officers are not prohibited from being officers of the militia, or from rendering unpaid service in local or municipal fire departments.

No compensation for extra services.
R. S., s. 1764. Stansbury *v.* U. S., 8 Wall., 33; U. S. *v.* Garlinger, 169 U. S., 320; U. S. *v.* Johnson, 173 U. S., 363; U. S. *v.* Van Duzel, 185 U. S., 281; Strong *v.* U. S. 34 Fed. Rep., 18; Folger *v.* U. S., 13 Ct. Cls., 86; Landreau *v.* U. S., 16 Ct. Cls. 74; Hedrick *v.* U. S., 16 Ct. Cls., 88; Mathews *v.* U. S., 32 Ct. Cls., 123.

No allowance or compensation shall be made to any officer or clerk, by reason of the discharge of duties which belong to any other officer or clerk in the same or any other department; and no allowance or compensation shall be made for any extra services whatever, which any officer or clerk may be required to perform, unless expressly authorized by law.

Act of June 22, 1906. Sec. 5.

Transfers.

It shall not be lawful hereafter for any clerk or other employee in the classified service in any of the Executive Departments to be transferred from one Department to another Department until such clerk or other employee shall have served for a term of three years in the Department from which he desires to be transferred.

Details. Sec. 6.

Hereafter it shall be unlawful to detail civil officers, clerks, or other subordinate employees who are authorized or employed under or paid from appropriations made for the military or naval establishments, or any other branch of the public service outside of the District of Columbia, except those officers and employees whose details are now specially provided by law, for duty in any bureau, office, or other division of any Executive Department in the District of Columbia, except temporary details for duty connected with their respective offices.

PENAL STATUTES.[a]

Perjury.

See U. S. *v* Johnson, 43 Wash. Law Rep., 679-680.

Section 5392, Revised Statutes, provides that any person who, after taking an oath that any material matter to which he testifies or subscribes is true, such oath being taken before a court or person where an oath is authorized by a law of the United States, willfully and knowingly

[a] Some violations of the civil-service act for which no penalty is therein expressly prescribed are punishable under various criminal statutes. When the act prohibited by such statute is connected with the execution of the act and rules, it is within the province of the Commission to investigate the facts, and, if sufficient, to recommend prosecution.

violates such oath, is guilty of perjury. Penalty, a fine of not more than $2,000, imprisonment not more than five years at hard labor, and disqualification from giving testimony in a United States court while the judgment stands.

Subornation of perjury.

Section 5393, Revised Statutes, defines the procuration of another to commit perjury as subornation of perjury and prescribes the same penalty as for perjury.

Oath in naturalization.

Under section 5395, Revised Statutes, a person who knowingly swears falsely in testimony given in connection with any naturalization law or proceeding thereunder is liable to a fine of $1,000 and imprisonment from one to five years.

Indictment for perjury.

Under section 5396, Revised Statutes, it is entirely sufficient to set forth the substance of the offense and by what court, and before whom the oath was taken, averring such court or person to have had authority to administer the same, together with the proper averment to falsify the matter wherein the perjury is assigned.

Indictment for subornation of perjury.

Under section 5397, Revised Statutes, an indictment for this crime is sufficient if the substance of the offense be set forth. No part of any record or proceeding in which the offense arose need be set out in the indictment nor the commission showing the authority of the court or person before whom the same was committed.

Extortion by public officer.

Besides the specific instances covered in other sections, section 5481, Revised Statutes, provides that every officer of the United States guilty of extortion under color of his office is liable to a fine of five hundred dollars and imprisonment for one year.

Political contributions in navy-yards.

The act of March 2, 1867, i. e., section 1546, Revised Statutes, prohibits the solicitation of a political contribution from any navy-yard workingman by any United States officer or employee, and also prohibits their removal for political reasons. Penalty—dismissal from the public service.

Political contributions.

The act of August 15, 1876, section 6, i. e., 19 Statutes at Large, 169, prohibits all civil officers and employees not appointed by the President, with the approval of the Senate, from being concerned in requesting or receiving any thing of value for political purposes from any other officer or employee. Penalty—dismissal from the public service and fine of five hundred dollars.

Constitutionality of act of August 15, 1876, section 6.—The sixth section of the act of August 15, 1876, chapter 287, prohibiting, under penalties therein mentioned, certain officers of the United States from requesting, giving to, or re-

ceiving from any other officer money or property or other thing of value for political purposes is not unconstitutional. (Opinion by Chief Justice Waite, U. S. Supreme Court, in the matter of Newton Martin Curtis, 106 U. S., 371, printed in full in Fourth Report U. S. Civil Service Commission, p. 542.)

Solicitation for gift to superior.

Section 1784, Revised Statutes, prohibits (1) Government employees from soliciting contributions from fellow-employees for a gift to official superiors; (2) superiors from receiving any gift from official subordinates receiving a less salary; (3) officers or clerks from making a gift to any official superior. Summary discharge is the penalty.

Bribery.

Under section 1781, Revised Statutes, both the giving and receiving in any manner of a valuable consideration for the services or influence of any public officer, including Members of Congress, in securing any contract, office, or place from the Government, and the receiving, or agreeing to receive, of any valuable consideration by any Member of Congress for his services or vote on any public question constitutes bribery. Penalty, two years' imprisonment and fine of $10,000. Any such contract voidable at option of President, and disqualification of the offending officer from holding public office.

Counterfeiting writing.

By section 5418, Revised Statutes,[a] every person who forges or counterfeits, publishes as true, or transmits to or presents at the office of any officer of the United States any writing for the purpose of defrauding the United States, knowing the same to be false, shall be imprisoned at hard labor for not more than ten years, or be fined not more than $1,000, or both.

Accessory in counterfeiting writing.

By section 5479, Revised Statutes, every person concerned in any way, either as principal or accessory, in the commission of the acts prohibited by section 5418, Revised Statutes, is liable to the same penalty as therein provided.

Conspiracy. U. S. *v.* Curley, Supreme Court U. S., Oct. 17, 1904, not reported; U. S. *v.* O'Connell et al., U. S. Dist. Court, E. Dist. N. Y., Oct 12,1903, not reported; U. S. *v.* Lyon, not reported.

Under section 5440, Revised Statutes, when two or more persons conspire to commit an offense against the United States, or to defraud the same in any way, and any of such parties do an act in furtherance thereof, all the parties are guilty, and liable to a penalty of one thousand dollars fine and two years' imprisonment.

---

[a] *Citations.*—U. S. *v.* Lawrence, 13 Blatch., 211-213; Cross *v.* N. C., 132 U. S., 138; U. S. *v.* Albert, 45 Fed. Rep., 554; U. S. *v.* Delany et al., 82 Fed. Rep., 883; U. S. *v.* Colladay, 29 Wash. Law Rep., 532-534; U. S. *v.* Bates, Judge Barnard, not reported; U. S. *v.* Ochsenwald, Judge Butler, not reported; U. S. *v.* Curley, Supreme Court, Oct. 17, 1904, not reported; U. S. *v.* O'Connell et al., U. S. Dist. Court, E. dist. N. Y., Oct. 12, 1903, not reported; U. S. *v.* Lyon, not reported.

CIVIL SERVICE RULES PROMULGATED BY THE PRESIDENT,[a] AND LEGAL DECISIONS, WITH NOTES BY THE COMMISSION.

In the exercise of power conferred by the Constitution,[b] by section 1753, R. S., and by the civil-service act of January 16, 1883, the President promulgates the following rules in lieu of those promulgated May 6, 1896, and the amendments thereof:

[b] Act, sec. 2, par. 1.

Promulgating order.

Rules of former Executives binding until repealed.—It is a settled rule of administrative practice that the official acts of a previous Administration are to be considered by its successor as final, so far as the Executive is concerned. (Opinion of Mar. 20, 1877, Vol. XV, Att'y-Gen'l, Op., p. 208; opinion of Oct. 1, 1825, 2 Op. Att'y-Gen'l, 8.)

RULE I.—POLITICS AND RELIGION.

1. No person in the executive civil service shall use his official authority or influence for the purpose of interfering with an election or affecting the result thereof. Persons who by the provisions of these rules are in the competitive classified service, while retaining the right to vote as they please and to express privately their opinions on all political subjects, shall take no active part in political management or in political campaigns.

No interference with elections. Act, sec. 2, par. 6.

In consideration of fixity of tenure and of appointment in no way due to political considerations, the man in the classified service, while retaining his right to vote as he pleases and to express privately his opinions on all political subjects, "*should not take any active part in political management or in political campaigns*, for precisely

---

[a] Promulgated April 15, 1903, and revised to June, 1908. A compilation of the civil-service rules, special orders, and classifications from May 7, 1883 (the date of the first rules under the civil-service act of 1883), to August 16, 1902, will be found at page 161 of the Eighteenth Report of the Commission. A further compilation from August 16, 1902, to February 1, 1904, will be found at page 194 of the Twentieth Report, and each subsequent report contains a similar compilation for the year covered by it.

[b] *Constitutional provision relating to appointments:* Art. II, sec. 2, par. 2. "He [the President] shall have power, by and with the advice and consent of the Senate, to make treaties, provided two-thirds of the Senators present concur; and he shall nominate, and, by and with the advice and consent of the Senate, shall appoint ambassadors, other public ministers and consuls, judges of the Supreme Court, and all other officers of the United States whose appointments are not herein otherwise provided for, and which shall be established by law; but the Congress may by law vest the appointment of such inferior officers, as they think proper, in the President alone, in the courts of law, or in the heads of Departments."

* * * "Congress has power to distribute, at its pleasure, the appointment of inferior officers between the President, courts of law, and heads of Departments, or to vest such appointments exclusively in one or two of those depositaries, but it has no power to vest appointments elsewhere, directly or indirectly." (Opinion of Aug. 31, 1871; 13 Op. Att'y-Gen'l, 516.)

"The head of a Department has no constitutional prerogative of appointment to offices independently of the legislation of Congress, and by such legislation he must be governed not only in making appointments, but in all that is incident thereto." (U. S. *v.* Perkins, 116 U. S., 483.)

the same reasons that a judge, an army officer, a regular soldier, or a policeman is debarred from taking such active part." This of course applies even more strongly to any conduct on the part of such employee so prejudicial to good discipline as is implied in a public attack on his or her superior officers or other conduct liable to cause scandal. * * * *Officeholders must not use their offices to control political movements, must not neglect their public duties, must not cause public scandal by thier activity.* * * * (Letter of President, June 13, 1902. Twentieth Report, p. 125.)

The Postmaster-General, on October 1, 1902, issued the following instructions to the officers and employees of the Post-Office Department:

"As to political activity, a sharp line is drawn between those in the classified and those in the unclassified service. Postmasters or others holding unclassified positions are merely prohibited from using their offices to control political movements, from neglecting their duties, and from causing public scandal by political activity.

"A person in the classified service has an entire right to vote as he pleases, and to express privately his opinions on all political subjects, but he should take no active part in political management or in political compaigns."

"It is not the practice of the Department to prohibit postmasters from holding positions as members of political committees, but it does prohibit them from serving in the capacity of officers of such committees." (Letter of Postmaster-General of November 20, 1906. Case of Fitch, postmaster at Morgantown, W. Va.)

The Attorney-General, in a letter dated November 22, 1901, addressed to all officers and employees of the Department of Justice, said:

"The spirit of the civil-service law and rules renders it highly undesirable for Federal officers and employees to take an active part in political conventions or in the direction of other parts of political machinery. Persons in the Government service under this Department should not act as chairmen of political organizations, nor make themselves unduly prominent in local political matters. It is expected and required that all officers and employees of this Department shall act in entire conformity with the views herein set forth."

The influence of Federal officeholders should not be felt in the manipulation of political primary meetings and nominating conventions. The use by these officials of their positions to compass their selection as delegates to political conventions is indecent and unfair; and proper regard for the proprieties and requirements of official place will also prevent their assuming the active conduct of political campaigns. Individual interest and activity in political affairs are by no means condemned. Officeholders are neither disfranchised nor forbidden the exercise of political privileges; but their privileges are not enlarged nor is their duty to party increased to pernicious activity by officeholding. (Extract from Executive instructions, July 14, 1886.)

The conduct of an officeholder not falling within the prohibitions of the act and rules is a matter for the consideration of the appointing power, in which the Commission can not interfere.

In an order of October 1, 1904, the Secretary of State said:

Officers and employees of this Department * * * are prohibited from such active participation in campaign work as is incompatible with their official duties. They should not serve on committees charged with the collection and disbursement of political funds, but they are free to vote, and, in a proper way, to express their political sentiments and preferences.

In an order of the Commissioner of Internal Revenue, dated December 9, 1905, addressed to collectors of internal revenue, the Commissioner said:

So far as the classified service is concerned, employees must absolutely refrain from political activity. They should not serve on political committees, nor act as election officers, nor assist in canvassing districts in the interest of any party whatever or in connection with any other form of political work. * * * Such em-

ployees should not leave their place of assignment of duty at which they are working during office hours for the mere purpose of going outside of the premises to be consulted concerning or to pay political subscriptions. * * * By reason of the fact that political parties are frequently, often necessarily, engaged more or less in the collection of money for political purposes, and in such work often secure contributions from persons in the Federal service, it is not deemed wise for collectors or their deputies to be members of local political committees.

In a letter under date of March 25, 1908, to the President, the Commission recommended that the several Departments be requested to publish to their employees in the competitive classified service the fact that anyone violating the provisions of this rule renders himself liable to removal, so that in the event of any misconduct by them in the future the Commission may feel at liberty to recommend their removal, and added that the time had come for a somewhat greater degree of severity for the penalty inflicted, at least in aggravated cases. The President approved this suggestion on March 27, 1908, and orders were accordingly issued by the heads of Departments publishing an extract from the Commission's letter to the President.

In an order of October 12, 1907, the Secretary of the Navy directed that "at a navy-yard or station where, in the opinion of the commandant, a strict enforcement of the provisions of section 1 of Rule I would result in placing an undesirable element in control of municipal affairs in the immediate vicinity of the yard or station, the Department, on application of employees through the commandant, will take up with the Civil Service Commission the question of making an exception to the rule as far as local municipal office holding is concerned."

On May 14, 1908, the Navy Department issued the following circular letter to commandants of navy-yards and naval stations:

"Laborers and mechanics at the yard or station under your command will be subject to discharge for political activity in the same manner as competitive classified employees."

Similar instructions have been issued by other Departments placing the same limitations in regard to political activity on laborers in the unclassified service as are applied to competitive employees.

No disclosures of, or discrimination on account of, political or religious opinions.

2. No question in any form of application or in any examination shall be so framed as to elicit information concerning the political or religious opinions or affiliations of any applicant, nor shall any inquiry be made concerning such opinions or affiliations, and all disclosures thereof shall be discountenanced. No discrimination shall be exercised, threatened, or promised by any person in the executive civil service against or in favor of an applicant, eligible, or employee in the classified service because of his political or religious opinions or affiliations.

Act, sec. 2, cl. 2, pars. 5 and 6.

An appointing officer who appoints or refuses to appoint an applicant because the applicant does or does not entertain certain political opinions, or who removes or reduces an employee because that employee refuses to render political service, to be coerced in political action, or to contribute money for political purposes, violates the law.

The removal of a large number of employees of the same political faith from an office will be presumed to have been made for political reasons, and the burden is upon the officer making the removals to show that just cause existed for making each such removal.

Recommendations that can not be considered.

3. No recommendation of an applicant, eligible, or employee in the competitive service involving a disclosure of his political or religious opinions or affiliations shall be considered or filed by the Commission or by any officer concerned in making appointments or promotions.

It is the duty of officers concerned in making appointments or promotions to refuse to receive or consider letters disclosing the politics or religion of an applicant, eligible, or employee, and to explain to the writers that communications based upon such grounds will not receive attention or be filed.

RULE II.—CLASSIFICATION OF THE SERVICE.

Extent of classification.

1. The classified service shall include all officers and employees in the Executive civil service of the United States, heretofore or hereafter appointed or employed, in positions now existing or hereafter to be created, of whatever function or designation, whether compensated by a fixed salary or otherwise, except persons employed merely as laborers, and persons whose appointments are subject to confirmation by the Senate; but no right of classification shall accrue to persons whose appointment or assignment to classified duties is in violation of the civil-service rules.

Act, secs. 6 and 7.

All places in the Executive civil service except those mentioned in Schedule A, and except persons employed merely as laborers, and persons whose appointments are subject to confirmation by the Senate, must be appointed as a result of open competitive examination held under the provisions of the law. Congress may, of course, at any time it deems proper, exempt any position or class of positions from the operation of the act, but to do this it must use language indicating clearly and affirmatively its intention that the civil-service rules should not be applied. (Op. Att'y-Gen'l, Feb. 12, 1908.)

Hereafter the following procedure shall be strictly observed by officers and employees in the Executive civil service in submitting any recommendation affecting the method of appointment to any position or class of positions now included or which may be included in the classified service under the operation of the civil-service act or rules:

Every recommendation shall be accompanied by a full statement of the reasons therefor, and, if approved by the head of the proper Department or independent bureau, shall be referred to the Civil Service Commission, which body shall submit a report thereon to the President.

No recommendation of the character mentioned shall be submitted by any officer or employee, directly or indirectly, to Congress or to any committee or member of Congress, except in the manner herein provided unless such recommendation shall be called for from such officer or employee by the Senate, the House of Representatives, or the Congress. (Executive order of Feb. 20, 1908.)

Classification.—Departmental clerks whose salaries are $900 or $1,000 per annum, although not belonging to any of the classes in section 163, Revised Statutes, come within the scope of the civil-service act, and may be classified thereunder for the purpose of examination into one or more classes, as may be deemed expedient. If the $900 to $1,000 clerkships are constituted a distinct class, a promotion from such class to another class without examination, excepting where, in conformity to the act, the person to be

promoted is specially exempted, would be forbidden by the act. To be eligible for appointment to any class (whether by promotion or otherwise) the applicant must have passed an examination to test his fitness for the place. (Opinion of Nov. 9, 1883, Vol. XVII, Op. Att'y-Gen'l, p. 621.)

Free-delivery post-offices, classification of.—When postal rules are promulgated, extending the classification of the postal service, made by the Postmaster-General under this section, to the officers and employees in any free-delivery office, the rules apply to any then existing and future delivery office. When free delivery is discontinued at a post-office, such office ceases to be under the civil-service rules. (Opinion of Oct. 23, 1899, 22 Op. Att'y-Gen'l, p. 613. For particulars of the case leading to this decision see pp. 307-309 of the 17th Report.)

Method of appointment of chiefs of bureaus in the Department of State.—The chief clerk, chiefs of bureaus, and translators in the Department of State are clerks within the meaning of section 169 of the Revised Statutes; chiefs of bureaus in the State Department "receive the same compensation and exercise the functions of chiefs of divisions," and are not chiefs of bureaus within the meaning of section 178, Revised Statutes. These officials are to be appointed by the Secretary of State, and they come within the civil-service act and rules. (Opinion of June 4, 1896, Vol. XXI, Op. Att'y-Gen'l, 363.)

Special examiners of the Pension Bureau.—Special examiners of the Pension Bureau, authorized to be appointed by the act of July 7, 1884, chapter 331, and by the act of March 3, 1885, chapter 343, come within the purview of the civil-service act; and in appointing such officers the latter acts and rules thereunder should be observed.

The office of special examiner is newly created by the said act of 1885, as it was by the said act of 1884, the term under each act being for one year only. (Opinion of May 7, 1885, Vol. XVIII, Op. Att'y-Gen'l, p. 172.)

Appointment before classification.—T. was appointed a railway postal clerk by the Postmaster-General on April 29, 1889, without having undergone a civil-service examination (none being then required for such appointment), but he did not take the oath of office and enter upon its duties until May 18, 1889. In the meantime, namely, on May 1, 1889, civil-service rules for the Railway Mail Service went into effect, requiring an examination thereunder as a preliminary to making an appointment like the above: *Held*, That T. was legally appointed on April 29; that his appointment was complete on that date, although he did not qualify by taking the oath of office until afterwards, and that no examination under the civil-service rules was required in his case. (Opinion of Oct. 14, 1889, Vol. XIX, Op. Att'y-Gen'l, p. 410. See also 21 Op. Att'y-Gen'l, 140.)

Appointments—Statutory construction.—When a general law prescribes what persons may be appointed to any class or kind of office or place, the time or manner of their appointment, the tenure of their office, their qualifications or the test of their qualifications and fitness, any appointment of the kind thereafter authorized must, unless otherwise provided, be made with reference to and in conformity with the requirements of such general law.

In every statute authorizing or requiring a certain act there is implied, as if there written, the direction that such act shall be done with reference to and in conformity with existing laws on the subject. (Opinion of Jan. 18, 1905; 25 Op. Att'y-Gen'l, 341.)

The appropriation act of March 3, 1905, used the words "to be selected and appointed by the Superintendent," *Held*, That the use of the word "selected" implied an intention on the part of Congress to exempt the positions from the operation of the civil-service act and rules. (Op. Att'y-Gen'l, Apr. 28, 1905.)

See, however, syllabus of Op. of Att'y-Gen'l, Feb. 12, 1908, Twenty-fourth Rept

Construction of section 3, act of April 28, 1902.—This section applied only to war-emergency employees who had been repeatedly recognized, designated, and continued in employment in yearly appropriation acts as an "additional tem-

porary force rendered necessary because of increased work incident to the war with Spain." (Opinion of July 29, 1902; 24 Op. Att'y-Gen'l, 95.)

It operated to classify only those employees occupying positions which at that time were within the purview of the civil-service act and regulations, and did not place within the classified service laborers employed on the temporary roll without regard to the character of their work. (Opinion of June 9, 1905; 25 Op. Att'y-Gen'l, 487.)

Subsequent vacancies must be filled in accordance with the laws and regulations governing appointments to the civil service. (Opinion of June 23, 1902; 24 Op. Att'y-Gen'l, 81.)

Naval paymaster's clerk—transfer.—The Civil Service Commission is not authorized to transfer a naval paymaster's clerk assigned to sea duty to a similar position in the Navy Department, as paymasters' clerks assigned to sea duty were not classified by the President's order of May 6, 1896, while such clerks performing similar services in offices on shore were classified by that order. (Opinion of Feb. 27, 1897, Vol. XXI, Op. Att'y-Gen'l, p. 503.)

Army officer detailed for duty in clerical position not member of classified service.—An army officer detailed for duty in a clerical position can not be considered as a member of the "classified service," and after separation therefrom can not be reinstated therein under Rule IX, by reason of his service during the war. (Opinion of Dec. 20, 1897; 22 Op. Att'y-Gen'l, 6.)

Volunteer pension branch of War Department not in classified service.—The volunteer pension branch of the War Department was not within the classified service, and the fact that said branch was merged into the Record and Pension Division of that Department, which is now under the civil service, would not bring positions in it within the classified service. (Opinion of Dec. 20, 1897; 22 Op. Att'y-Gen'l, 6.)

District of Columbia government not affected by civil-service act.—The officers and employees of the District of Columbia are not officers and employees of the General Government of the United States, but of the municipal corporation known as the District of Columbia. Such officers and employees are as distinct from the civil service of the United States as would be the officers of any city government in one of the States of the Union from the civil service of the State itself. The civil-service act of January 16, 1883, can not lawfully be applied to the officers and employees of the District of Columbia. (Opinion of Apr. 28, 1898; 22 Op. Att'y-Gen'l, 59.)

Examination required. Act, sec. 7.

2. No person shall be appointed, employed, promoted, or transferred in the classified service, or perform the duties of any position therein, until he passes an examination in conformity with these rules, unless specially exempted thereunder.

Voluntary service without compensation for the purpose of obtaining the necessary knowledge or skill to pass an examination is unlawful. (See act of May 1, 1884, 23 Stat. L., 17, sec. 1.)

When emergencies require the assignment of unclassified laborers to classified work for brief periods, authority therefor may be secured upon a statement of the facts to the Commission if it appears impracticable to make temporary appointment from the eligible registers. No such assignments should be made without such authority, and each such assignment should be reported in detail upon the monthly report of changes.

Appointments without examination. Act, sec. 2, par. 2.

3. Appointments to the excepted positions named in Schedule A of these rules may be made without examination or upon noncompetitive examination; but the proper appointing officer may fill an excepted position as competitive positions are filled, in which case the person

appointed will receive all the rights of a competitive employee.

A person appointed to an excepted place must perform the legitimate duties of that and of no other place, unless the duties of the other place are performed in addition to and not in lieu of the duties of the excepted place.

All excepted positions are within the classified service, and no removal may be made therefrom for political reasons.

Assignment of excepted employees.

4. A person appointed without competitive examination under section 3 of this rule shall not be assigned to the work of a competitive position without the approval of the Commission.

Assignment of laborers.

5. Laborers who, in connection with their usual duties, are to perform work of the grade performed by classified employees, shall be appointed upon certification by the Commission from appropriate registers of eligibles in the manner provided by these rules; and a person employed merely as a laborer or workman without examination under these rules shall not be assigned to work of the grade performed by classified employees.

When the *principal* duties pertaining to a position are of the sort performed by classified employees the position by virtue of that fact alone should be treated as classified.

See summary of the Labor Regulations, page 97.

The President issued the following order for the purpose of preventing improper appointments, including the appointment of laborers without examination to do classified work:

"No person shall be appointed or employed in any Executive Department or office for the performance of any service of the character performed by classified employees, except in accordance with the provisions of the civil-service rules; and before making any appointment or employment for service with respect to which there may be reasonable doubt as to the requirement of examination, the head of the Department or office shall confer with the Civil Service Commission for the purpose of determining whether examination is required, and when such conference does not result in agreement, the case shall be presented to the Attorney-General for his opinion." (Executive order of Nov. 29, 1904.)

Status of employees in positions becoming classified.

6. A person holding a position when it becomes classified and subject to competitive examination shall have all the rights which he would acquire if appointed thereto upon examination under these rules, except that he shall not be transferred without first passing the examination provided by the Commission; and no person who has been appointed in any post-office within three months prior to the classification thereof shall be transferred to a position of carrier within six months after such classification.

The provision of this section requiring examination before the transfer of a person who entered the service by classification will be construed as not applying to

those transfer cases where the certificate of the Commission is not required, nor to retransfers.

See Executive order of November 22, 1907, page 110.

In cases of exceptional merit, where an employee has had a long and faithful service in a civil capacity beyond the seas, under conditions such that his appointment and services were not in contravention of the civil-service rules or Executive orders, he may be classified by the Department, with the approval of the Civil Service Commission. (Executive order, Aug. 12, 1907.)

7. On the date of the establishment of the free-delivery system in any post-office, these rules shall apply to its officers and employees in the same manner as they apply to those in existing free-delivery offices, and the Postmaster-General shall promptly notify the Commission of all orders for such establishment: *Provided, however*, That, without the express consent of the Commission, no officer or employee in any such post-office shall be classified under the terms of this section if he has been appointed within less than sixty days of the establishment of the free-delivery system therein: *And provided further*, That appointments in such office after an eligible register has been established shall be made by regular selection from the register.

Consolidation of post-offices.

8. Whenever a post-office is consolidated with one which has city free delivery, any regularly appointed officer or employee of the office discontinued, if he has actually served continuously therein during the sixty days next preceding such consolidation, or if he was appointed through competitive examination, may become a classified employee of the other office.

Indian agent, classification of.

9. Whenever the separate office of Indian agent shall be discontinued in any agency, and his duties devolved upon the superintendent of the training school, the agent may be made a classified employee at such school or agency upon such test of fitness as may be determined upon by the Secretary of the Interior and the Commission.

Retired army officers may be appointed superintendents of Indian schools. Amendment, Mar. 3, 1905.

10. A retired army officer may be appointed as superintendent of an Indian school without competitive examination, upon the request of the Commissioner of Indian Affairs, with the approval of the Secretary of the Interior, setting forth that such officer has the required educational and business qualifications for such position, and accompanied by the authenticated military record of said officer. The Commission will then issue the necessary certificate.

RULE III.—EXAMINATIONS.

1. The Commission shall prepare and hold open competitive examinations for admission to the classified service, which examinations shall be of a practical and suitable character, and shall be held at such times and places as may most nearly meet the convenience of applicants and the needs of the service.

Competitive examinations, times and places of. Act, sec. 2, cl. 2., par. 1. Act, sec. 3.

Can a court require, on subpœna, the production of any application or examination papers or other records of the boards of civil-service examiners?—1. The general power of appointment to office being in the President, qualified only by the right of Congress to vest the appointment of inferior officers in him, in the courts of law, or in the heads of Departments, the Civil Service Commission is to be regarded as an advisory board subordinate to the President, reporting to him, and clothed with the functions of aiding the President or any head of Department in the exercise of the appointing power.

2. The boards of civil-service examiners are selected by the Civil Service Commission, and, though subordinate to the Commission, may be properly regarded as officials of the respective Departments in connection with which they act.

3. The application and examination papers or other records of the civil-service examiners are therefore the official records or papers of the President or of the head of a Department.

4. Being records and papers of the character described, their production can not be compelled by the courts whenever the general public interests must be deemed paramount to the interests of private suitors.

5. When such general public interest forbids the production of an official record or paper in the courts, and for the purposes of the administration of justice, is a question not for the judge presiding at the trial in aid of which the record or paper is sought, but for the President or head of Department having the legal custody of such record or paper.

And such question may be determined either as and when arising in each particular case, and upon its own peculiar facts and merits, or in advance, by general rules applicable to all records and papers, or by special rules applicable to special classes of records or papers. (Opinion of Att'y-Gen'l, Mar. 31, 1893.)

Official records can not be compelled as evidence without express authority of law.—The records of the Executive Departments are quasi confidential in their nature, and should be classed as privileged communications which can not be compelled by a court as evidence without express authority of law. (Opinion of January 9, 1905; 25 Op. Att'y-Gen'l, 326.)

Examination papers are confidential and are not to be inspected by any person, except, in the presence of a representative of the Commission, by the competitor himself or a representative of the competitor who has authority in writing approved by the Commission; by an appointing officer for official purposes and by persons duly authorized by court process.

2. Where, in its opinion, the conditions of good administration warrant, the Commission may give noncompetitive examinations to test fitness for (*a*) transfer, reinstatement, or promotion; (*b*) appointment of Indians in the Indian service at large as superintendents, teachers, manual-training teachers, kindergartners, physicians, matrons, clerks, seamstresses, farmers, and industrial

Noncompetitive examinations.

teachers, and in the Office of Indian Affairs in the messenger service, which examinations shall consist of the same tests of fitness as those applied to other persons seeking appointment through competitive examinations; (*c*) the appointment of the wife of the superintendent of an Indian school as teacher or matron therein; (*d*) employment as inspector of safety appliances by the Interstate Commerce Commission.

Examinations permitted under this section are given only upon request of the head of the Department or office in which the person seeks service.

Special mechanics, draftsmen, etc., under Navy Department.

3. All persons at navy-yards, naval stations, and at private shipbuilding and manufacturing establishments where work is done by contract for the Navy Department, employed as special mechanics and civilian assistant inspectors of work and material, and all persons employed under the Navy Department as draftsmen, will be subject to the regulations of the Navy Department governing the employment of labor at navy-yards. Appointments to these positions shall be made on tests of fitness prescribed in paragraphs 74 to 83, inclusive, of Navy-Yard Order No. 23, revised.

All persons regularly appointed under the above provision are regarded as having the status of competitive classified employees.

RULE IV.—BOARDS OF EXAMINERS.

Appointment and duties. Act, sec. 3.

1. The Commission shall designate from among persons in the Federal service, after consulting the head of the Department or office in which such persons serve, such boards of examiners as it may deem necessary. Their members shall perform such duties as the Commission may direct, in connection with the execution of the civil-service act and of these rules, and in the performance thereof they shall be under the direct and sole control of the Commission. Such duties shall be considered part of the duties of the office in which they are serving, and time shall be allowed therefor during office hours. No board shall be composed solely of adherents of one political party when other persons are available and competent to serve.

Philippine civil service.

2. The Commission shall render all practicable assistance to the Philippine civil service board, and shall conduct examinations, upon its request, under such regulations as may be jointly agreed upon.

3. Persons in the executive civil service shall facilitate the holding of examinations and other work of the Commission; and executive officers in charge of public buildings shall permit and arrange for the use of suitable rooms under their charge, and for heating, lighting, and furnishing the same. Executive officers to facilitate examinations. Act, sec. 3.

The rules were framed with the understanding that the stationery and other supplies necessary in the conduct of examinations, and for keeping the records pertaining thereto, shall come from the office at which the examination is held. Rooms can not be said to be "furnished," or the execution of the rules "facilitated," if boards are denied the supplies of various sorts necessary to perform their duties as agents of the Commission. The duty of public officers in this respect is imposed by the civil-service act. (See sec. 2, clause 1, and sec. 3.)

RULE V.—QUALIFICATIONS OF APPLICANTS.

1. No person shall be admitted to examination unless he be a citizen of or owe allegiance to the United States. Citizenship.

Citizenship.—The attitude of the executive and legislative departments of the Government has been, and is, that the native inhabitants of Porto Rico and the Philippine Islands did not become citizens of the United States by virtue of the cession of the islands by Spain by means of the treaty of Paris.

The act for the temporary government of Porto Rico did not confer Federal citizenship upon the inhabitants of that island. (Opinion of Jan. 23, 1901; 23 Op. Att'y-Gen'l, 370.)

There is nothing in the recent decisions of the Supreme Court (in the insular cases) that would modify the view taken by the Attorney-General regarding the proposed amendment to the civil-service rules that every applicant for examination for appointment to the executive civil service of the United States in Porto Rico must be a citizen of the United States or a citizen of Porto Rico, and that every applicant for appointment to said service in the Philippine Islands must be a citizen of the United States or a native inhabitant of said islands. (Opinion of June 18, 1901; 23 Op. Att'y-Gen'l, 458.)

Certificate of naturalization.—A certificate of naturalization which states "and said applicant having personally appeared in court, producing such evidence and affidavits, and making such declarations and renunciation, and taking such oaths as are by the said act required, and all of said papers being filed and recorded, it was ordered that he be admitted to citizenship," meets the requirement of section 39 of the immigration act of March 3, 1903. (32 Stat., 1222; opinion of July 16, 1903, 25 Op. Att'y-Gen'l, 23.)

The court of appeals of the District of Columbia has decided that under Rule V of the civil-service rules, promulgated by the President on April 15, 1903, a native of Porto Rico, owing allegiance to the United States and possessing the necessary qualifications required by the remaining regulations, is entitled to registration by the board of labor employment at a United States navy-yard, and mandamus will lie to compel said board to grant his application for such registration.

The requirements as to citizenship may be waived for applicants for positions on the Isthmus of Panama under such regulations as may be provided by the Commission. (Executive order, December 8, 1904.)

The requirements as to United States citizenship may be waived for applicants for examination for the positions of officers of ships of the Coast and Geodetic

Survey on duty in the Philippine Islands under such regulations as may be provided by the Commission. (Executive order, February 15, 1905.)

The United States Civil Service Commission having reported that sufficient eligibles who are American citizens have not been secured through its duly announced examinations to fill vacancies in interpreter and other positions, it is ordered that hereafter when an examination has been duly announced to fill vacancies in positions in any branch of the service and there is a lack of eligibles who are American citizens, the Commission may, if it deems it advisable and for the best interest of the service, accept applications from persons who are not American citizens, provided that, if found eligible, they shall not be certified for appointment so long as persons are eligible who are American citizens; and provided further that whenever an examination has been duly announced and no eligible is secured to fill a vacant position, the Commission may, in its discretion, certify for appointment the competitor or competitors who received the highest ratings in the examination, and the appointing officer shall make selection from such certification if he deems it advisable to fill the vacant position before awaiting the result of another examination. (Executive order of June 13, 1906.)

Form of application. Act, sec. 2, cl. 2, par. 1.

2. Application for examination must be made under oath, in such form and manner and accompanied by such certificates as the Commission may prescribe.

By decision of the court of appeals of the District of Columbia, an oath administered in connection with an application filed for a civil-service examination is an oath required by law, and a false statement sworn to in such an application constitutes perjury. (Johnson *v.* U. S., 33 Wash. Law Rep., 679.)

Enlisted men.

3. Persons serving under enlistment shall not be examined without the written consent of the head of the Department under which they are serving.

Disqualifications.

4. The Commission may refuse to examine an applicant or to certify an eligible for any of the following reasons: (*a*) Dismissal from the service for delinquency or misconduct within one year next preceding the date of his application; (*b*) physical or mental unfitness for the position for which he applies; (*c*) criminal, infamous, dishonest, immoral, or notoriously disgraceful conduct; (*d*) intentionally making a false statement in any material fact, or practicing any deception or fraud in securing examination, registration, certification, or appointment; (*e*) refusal to furnish testimony as required by Rule XIV; (*f*) the habitual use of intoxicating beverages to excess. Any of the last five foregoing disqualifications shall also be good cause for removal from the service.

The removal of an employee who resigns without due notice, to the embarrassment of the service, will be regarded as a removal for delinquency or misconduct, which, under the rules, will bar him from examination or reinstatement for one year.

Age limits.

5. The Commission may, with the approval of the proper appointing officer, change by regulation the exist-

ing age limits for entrance to the examinations under these rules; but persons preferred under section 1754, R. S., may be examined without regard to age.

Trades positions.

6. Applicants for positions in the recognized mechanical trades must have served as apprentices or journeymen for such periods as the Commission may prescribe.

RULE VI.—RATINGS AND ELIGIBILITY.

Rating.

1. Examination papers shall be rated on a scale of 100, and the subjects therein shall be given such relative weights as the Commission may prescribe. Competitors shall be duly notified of their ratings.

All examination papers of the same kind are rated simultaneously, and the papers of no competitor will be rated out of order or be made special.

Eligible registers.

2. All competitors rated at 70 or more shall be eligible for appointment, and their names shall be placed on the proper register according to their ratings; but the names of persons preferred under section 1754, R. S., rated at 65 or more, shall be placed above all others.

Competitors who receive the highest ratings in an examination may be appointed when no eligible is secured and the appointing officer deems it advisable to fill the vacant position before awaiting the result of another examination. (See Executive order of June 13, 1906.)

Term of eligibility.

3. The term of eligibility shall be one year, beginning with the date on which the name of the eligible is entered on the register. This term may be extended, in the discretion of the Commission, for all those on any register, when the conditions of good administration render it inexpedient to hold a new examination.

RULE VII.—CERTIFICATION.

Method of filing vacancies.

1. Any position or employment in the classified service not excepted from competitive examination, unless filled by reinstatement, transfer, promotion, or reduction, shall be filled in the following manner:

Certification.

(*a*) The nominating or appointing officer shall request the certification of eligibles, and the Commission shall certify, from the head of the register of eligibles appropriate for the group in which the position or positions to be filled are classified, a number of names sufficient to permit the nominating or appointing officer to consider three names in connection with each vacancy. Certification of an eligible for temporary appointment shall not

affect his certification for probational appointment. Certifications shall be made without regard to sex unless sex is specified in the request.

When information is received concerning an eligible which, if true, would affect his fitness for employment in the classified service, no action toward permanently removing his name from the register will be taken until the eligible has been given an opportunity to show why his name should not be so removed, but his eligibility may be suspended until final action is taken.

When the conditions of good administration require it, certification for filling a lower grade position may be made from a higher grade register.

When a requisition has been made for a certification of eligibles, and the Commission has made public announcement of an examination to secure such eligibles, the vacancy shall not thereafter be filled by transfer, promotion, or reinstatement, without the consent of the Commission.

Effect of delivery of certification of eligibles.—The certificate delivered to an appointing officer by a subordinate of the Civil Service Commission containing a list of eligibles is a complete authority to the officer and a complete protection to the appointee. (Opinion of May 1, 1896, Vol. XXI; Op. Att'y-Gen'l, p. 335.)

Selection.

(*b*) The nominating or appointing officer shall make selection for the first vacancy from the highest three names certified, with sole reference to merit and fitness, unless objection shall be made, and sustained by the Commission, to one or more of the persons certified, for any of the reasons stated in Rule V, section 4. For the second vacancy he shall make selection from the highest three remaining, who have not been selected, or considered by him for three separate vacancies, or against whom objection has not been made and sustained in the manner indicated. The third and any additional vacancies shall be filled in like manner. Any eligible who has been certified three times or considered three times in cases where there is no formal certification, for three vacancies in his turn, without being selected, may be subsequently selected, subject to the approval of the Commission, from the certificate on which his name last appeared, if the condition of the register has not so changed as to place him in other respects beyond reach of certification.

An objection to a certification on the ground that one or more of the persons certified is already in the service can not be sustained.

Power of appointment not destroyed by limitation to three.—"* * * the President, by authority derived from Congress, can prescribe qualifications, and require that the designation shall be made out of a class of persons ascertained by proper tests to have those qualifications. * * * An act of Congress, or a rule promulgated by the President, may require that the selection shall be made from persons found by an examining board to be qualified in such particulars as diligence, scholarship, integrity, good manners, and attachment to the Government. The appointing power would still have scope for the exercise of its own judgment and will." (Opinion of Aug. 31, 1871, 13 Op. Att'y-Gen'l, p. 516.)

Presumption of compliance with law.—The Comptroller of the Treasury will not go behind the certificate of the appointing power to ascertain whether the civil-service rules and regulations have been complied with in the employment of persons in the classified civil service. (Vol. 5, p. 649, Dec. of Compt. Treas.)

Revocation of order canceling selection for appointment.—Whether an appointing officer may revoke order revoking Mrs. B.'s selection for appointment, withdraw his notice to the Commission of this revocation, and appoint Mrs. B. without further certification. Mrs. B. failed to receive the notice of her selection for appointment, not through any fault or neglect on her part, but probably from an error of the Department in addressing the notice to Miss, instead of Mrs. B., and the failure of the postmaster at the address on the notice to forward the letter to Mrs. B. at a new address, which had been left with him.

There are weighty reasons why such a course would be inadmissible under the civil-service rules and regulations. It seems clear that after the revocation of the order of selection Mrs. B. stood in the same position as the other eligibles whose names were certified hers with; like them, she had been certified, but not appointed.

If allowed, it might result in the appointment of a person whose term of eligibility had expired, as in fact is the case with Mrs. B.; secondly, it might result in giving the State to which the appointee belonged more than its lawful quota of appointments, and such, we are informed, would be the result of Mrs. B.'s appointment at this time; and thirdly, it might result in the appointment of a person over the heads of others of higher standing on the same register, whose names had been added since the appointee's name had been certified, and who would have been certified to the appointing power if the Commissioners of the Civil Service had been applied to for the usual certificate. (Opinion of Att'y-Gen'l of Apr. 8, 1891.)

On January 17, 1902, the President notified the Departments that he desired, wherever the needs of the service would justify it, and the law would permit, preference be given alike in appointment and retention to honorably discharged veterans of the civil war who are fit and well qualified to perform the duties of the places which they seek or are filling.

(*c*) The person selected for appointment shall be duly notified by the appointing officer, and upon accepting and reporting for duty shall receive from such officer a certificate of appointment for a probationary period of six months. If the conduct or capacity of the probationer be not satisfactory to the appointing officer the probationer shall be notified in writing that at the end of such probationary period he will not receive absolute appointment; otherwise his retention in the service shall be equivalent to his absolute appointment. A probationer separated from the service without delinquency or misconduct may be restored to the register of eligibles, in the discretion of the Commission, for the remainder of his period of eligibility.

Probationary appointment. Act, sec. 2, cl. 2, par. 4.

Absolute appointment.

Restoration to register.

The probationary period for post-office clerks and carriers begins upon their promotion to the regular roll and not at the date of original appointment as substitutes.

In certifying an eligible who at the time is employed under the Government, the Commission will notify the Department to which he is certified that the eligible should not be required to enter

upon duty for a period of thirty days after appointment, except upon the approval of the head of the Department in which he is serving.

The period of probation is limited to six months and can not be extended. At its close the probationer must either be absolutely appointed or else dismissed. Where the probationer is so situated that a report concerning his conduct and capacity during probation can not be received in season, his absolute appointment or dismissal may be effected when such report is received.

A name restored to the register after the separation of the person during probation will be certified only to Departments and offices other than the one from which the person was separated.

The fact that an employee is on furlough at the end of his six months' probationary period will not serve to extend it.

The only questions to be considered by the proper officers before deciding to recommend the probationer for absolute appointment are those concerning his demonstrated character and fidelity, and the practical qualifications he has shown for performing the public work in a satisfactory manner. No examination, therefore, can be required as a condition precedent to absolute appointment.

Irregularity in certification cured by absolute appointment.—An irregularity in the certification of the name of an eligible for appointment under the civil service is cured by the probational and absolute appointment of such a person. (Opinion of Jan. 9, 1896, Vol. XXI, p. 289, Op. Att'y-Gen'l.)

Appointment prior to classification absolute when first made.—A person appointed to a position not in the classified service at the time of his appointment, but which was subsequently classified by the Executive order of May 6, 1896, was retained in the service absolutely, and not subject to a probation of six months, and is entitled to all the rights and benefits of persons of the same class or grade under the civil-service act, and may be transferred. (Opinion of May 19, 1897, Vol. XXI, p. 534, Op. Att'y-Gen'l.)

Apportionment, Act, sec. 2, cl. 2, par. 3.

2. Certification for appointment in the Departments or independent offices at Washington shall be so made as to maintain, as nearly as the conditions of good administration will warrant, the apportionment of such appointments among the several States and Territories and the District of Columbia upon the basis of population: *Provided*, That appointments to the following-named positions shall not be so apportioned, viz: Plate printer, printer's assistant, skilled helper, and operative in the Bureau of Engraving and Printing; positions in the field service of the military staff departments and at Army Headquarters, mail-bag repair shop and mail-lock repair shop, Government Printing Office, Pension Agency, and local offices in the District of Columbia; apprentice, student, gardener, engraver, carpenter, cabinetmaker, painter, plumber, plumber's helper, electric wireman, electric lineman, and electrician's helper.

Exceptions from apportionment.

Amended Dec. 19, 1905.

No change will be made in the apportionment as a result of a change of legal residence after appointment. An eligible who is already in the service and charged

to the apportionment will be certified in the order of his rating without further reference to the apportionment.

An eligible who has been allowed preference under section 1754, R. S., will be certified without regard to the apportionment.

Reinstatements to apportioned positions are charged to the States in which the persons reinstated prove legal residence at the time of reinstatement, regardless of their legal residence at the time of their separation from the service.

Certification by districts.

3. The Commission may arrange the territory of the United States into appropriate districts for the purpose of certification to positions in parts of the service not subject to the apportionment, and certification to any such position may be confined to residents of the district in which such position is located. (Note.—See page 99.)

RULE VIII.—TEMPORARY APPOINTMENT.

Emergency appointments.

1. Temporary appointment without examination and certification by the Commission shall not be made to a competitive position in any case except when the public interest so requires, and then only upon the prior authorization of the Commission; and any appointment so authorized shall continue only for such period as may be necessary to make appointment through certification of eligibles and in no case without prior approval of the Commission shall extend beyond thirty days from receipt by the appointing officer of the Commission's certificate; and when a vacancy is to be filled by promotion or transfer for which the Commission's certificate is not required and a temporary appointment is authorized by the Commission under the provisions of this section pending the promotion or transfer, such temporary appointment shall in no case continue beyond the period of thirty days, without prior approval of the Commission.

Special agents—Census Office.—The Director of the Census is authorized, under section 7 of the act of March 6, 1902 (32 Stat., 51), to employ special agents temporarily in the Census Office at Washington upon special work not clerical in its nature.

Section 5 of the above-named act, authorizing the permanent appointment of "all employees of the Census Office," can not be held to apply to special agents or other field employees who may be temporarily assigned to service in the Census Office. (Opinion of June 21, 1902; 24 Op. Att'y-Gen'l, 78.)

Temporary employment without certification.—Under sections 2621 and 2630 of the Revised Statutes, which authorize a collector of customs, with the approval of the Secretary of the Treasury, to employ deputies and inspectors, a collector can not be allowed credit for amounts paid as salary to a person temporarily employed as an inspector after the period of ninety days for which the employment is authorized by the Secretary. Such employment for more than ninety days, without examination and certification by the Civil Service Commission, is in violation of the civil-service rules, which have the

force of law. (Vol. 3, p. 294, Dec. of Compt. Treas.)

The amendment of the civil-service rules of May 29, 1899, authorizing the permanent employment of persons serving under temporary appointments, was intended to apply only to such persons as were serving under temporary appointments pursuant to Rule VIII, and such amendment does not comprehend temporary appointments made under the act of July 1, 1898. (Opinion of Aug. 10, 1899; 22 Op. Att'y-Gen'l, 556.)

Where the Commission is represented by local boards in the establishment of registers and filling vacancies for registration positions in the various field services, the immediate knowledge of all emergency appointments by these boards and ability to provide registers within thirty days satisfies the requirement of this section. No report other than that on the regular monthly report of changes is required in these services.

In positions in the Departments in Washington, appointments under section 1 can only be made with the prior consent of the Commission and from the Commission's eligible lists when there are eligibles available for temporary service, and in case there are no eligibles the Commission may require the person proposed for temporary appointment to pass an appropriate examination prior to the authorization of his appointment. The passing of such examination shall not, however, give such person a status in the classified service, but shall be regarded simply as a test of fitness for the position to be temporarily filled. Such examination shall be made special, with a view to an immediate determination of eligibility.

In positions outside of Washington which are not under the district system and which are not provided for by special regulations, general authority to constitute the prior authorization of the Commission is given for making appointments under the terms of section 1 for periods not to exceed thirty days, and in the Forest and Indian services for an extension for a similar period of thirty days. The prior authority of the Commission is required for any extensions beyond those here enumerated. All such appointments and extensions must be reported by letter when made.

Services for which special regulations have been adopted are governed by those regulations.

When no eligibles are available.

2. When there are no eligibles upon a register for any grade in which a vacancy exists and the public interest requires that it be filled before eligibles can be provided by the Commission, then the Commission may authorize temporary appointment without examination. Such appointment shall continue only for such period as may be necessary to make appointment through certification and in no case without prior approval of the Commission shall extend beyond thirty days from the receipt by the appointing officer of the Commission's certification of eligibles.

Temporary appointments pending the establishment of a register when there are no eligibles available for certification for filling a vacancy outside of Washington, D. C., in services not under the district system and not covered by special regulations, may be approved in each case on condition that the person so appointed enter the examination when announced, and that each such appointment be promptly reported to the Commission as made.

When the position is in Washington, the prior consent of the Commission must be obtained for a temporary appointment and the person temporarily appointed must enter the examination.

3. When there is at least one eligible and not more than two eligibles on a register for any grade in which a vacancy exists, the Commission shall, upon requisition from the proper appointing officer, certify the name of the one eligible or the names of the two eligibles, which shall be considered by the appointing officer with a view to probational appointment; and if the appointing officer shall elect not to make probational appointment from such certificate of less than three names, then if temporary appointment is required it shall be made from such certificate unless reasons satisfactory to the Commission are given why such appointment should not be made. Such temporary appointment may continue until three eligibles are provided. If selection is not made from the certificate for either probational or temporary appointment under the provisions of this section, then temporary appointment, if required, may be made under the provisions of section 2 of this rule. From registers of one or two eligibles.

4. When there is work of a temporary character, at the completion of which the services of an additional employee will not be required, a temporary appointment may be made with the prior consent of the Commission for a period not to exceed three months, and may with like consent of the Commission be extended for a further period of three months. Such temporary appointment shall be made through certification from the Commission's eligible registers unless the Commission shall decide in any case that there are no available eligibles. Such temporary appointment shall not extend beyond six months unless there are no eligibles available for the additional period or under unusual circumstances which seem to the Commission to justify an extension beyond six months; and in no case shall such temporary appointment extend beyond six months for any purpose other than to complete the job of work for which the person was originally employed. The Commission may restrict certification for temporary appointment to such eligibles as by reason of residence or other conditions are immediately available. Job employment.

The procedure in making temporary-job appointments under section 4 is not varied in any way by the amendment to the rules from the procedure in vogue under section 3 of the rule prior to its amendment on January 27, 1908. For every appointment made under this paragraph of the rule prior authority of the Commission must be obtained except in those cases where general authority is granted by the regulations. In positions in the Departments at Washington the Com-

mission will certify eligibles for a temporary appointment whenever they are available.

In all outside services or offices for positions for which registers are not maintained by local boards, but for which certification is issued direct from the Commission, where a special work or job will be completed in thirty days or less, general authority to constitute the prior consent of the Commission is given for temporary appointment, but such appointments must be reported by letter to the Commission when made.

All temporary-job appointments for more than one month outside of Washington can only be made by prior approval of the Commission unless general authority has been given by regulations.

General authority is given for the extension beyond three months to the maximum period of six months of all original appointments made through certification from the Commission's register or authorized by the Commission for three months in the absence of eligibles; but all such extensions beyond three months shall be reported to the Commission by letter when made, and in no case shall any such appointment extend beyond the maximum period of six months unless the prior consent of the Commission is secured.

Temporary appointment does not affect eligibility for permanent appointment.

5. The acceptance of an eligible of a temporary appointment shall not affect his standing on any register for permanent employment, and experience gained as a temporary appointee shall in no way vary the order of certification for permanent appointment. A temporary appointment may be made permanent when the temporary appointee is within reach for permanent appointment at the time of his temporary appointment or in case he is so within reach during his temporary service. In such case the probational appointment may date from the time when he became within reach for probational appointment. A person who has been temporarily employed under the provisions of one section of this rule shall not for that reason be ineligible for employment under any other section. Any appointment under sections 1, 2, or 3 of this rule shall be promptly reported by letter to the Commission, as made, with a statement of the action taken for making permanent appointment. The Commission is authorized to inspect the records of any Department or Office to aid it in observing and enforcing the operation of the provisions of this rule and reporting thereon to the President.

Commission may inspect records of Department.

RULE IX.—REINSTATEMENT.

Manner and place of.

A person separated without delinquency or misconduct from a competitive position, or from a position which he entered by transfer or promotion from a competitive position, may be reinstated in the Department or Office in which he formerly served, upon certificate of the Commission, subject to the following limitations:

(*a*) The separation must have occurred within one year next preceding the date of the requisition of the nominating or appointing officer for such certificate; but this limitation shall not apply to a person who served in the civil war or the war with Spain and was honorably discharged, or his widow, or an army nurse of either war. Time limit, with exceptions.

(*b*) No person may be reinstated to a position requiring an examination different from that required for the position from which he was separated without passing an appropriate examination. Examination for.

Reinstatement of temporary clerk to position in classified service.—A person formerly employed as a clerk in the temporary or Spanish war force, who resigned September 30, 1901, can not, by virtue of section 3 of the act of April 28, 1902 (32 Stat., 120, 171), which transferred these temporary positions to the classified service, be reinstated without examination.

The question whether such person is eligible to be reinstated under Rule IX depends upon the date of the requisition. If the position was within the classified service at the date of the requisition, then such person is eligible.

The word "may" in Rule IX vests a discretion in the Commission. The question of reinstatement is one of administrative discretion, and is not to be granted except when consistent with the interests of the public service. (Opinion of Aug. 27, 1902; 24 Op. Att'y-Gen'l, 103.)

Reinstatement — contract surgeons. — A person who served as a contract surgeon in the late war of the rebellion, with troops in the field and in hospitals, and by completing his contract was honorably discharged from the service, is within the proviso to Rule IX, and entitled to the benefits thereby conferred. (Opinion of Apr. 8, 1890, Vol. XIX, Op. Att'y-Gen'l, p. 533.)

Reinstatement—general-service clerks.—H. served in the war of the rebellion in a New York regiment from May 12, 1861, to May 13, 1863, when he was honorably discharged. On the latter date he enlisted in the "general service" of the Army for clerical duty at headquarters, and was transferred to the Adjutant-General's Office April 1, 1864, in which he served on clerical duty until May 13, 1868, when he was discharged through no delinquency or misconduct on his part. Application being now made by him for reinstatement under amended Departmental Rule X (now Rule IX) of the Civil Service Rules, the Secretary of War requests that he be certified by the Civil Service Commission for reinstatement as a clerk in the War Department under said rule: *Held*, That H., during the period of his enlistment in the "general service" for clerical duty, as above, was not in the classified departmental service, and that (he not having been separated from the latter service) his case does not come within the provisions of Rule IX, and therefore that he can not be certified thereunder. (Opinion of May 9, 1890, Vol. XIX, Op. Att'y-Gen'l, p. 552.)

Reinstatement.—F., a clerk in the War Department, resigned June 30, 1888, and on November 2, 1888, was reappointed to a clerkship in the same Department on a certificate for reinstatement given by the Commission under Rule IX, but failing to avail himself of this opportunity to reenter the service, the last-mentioned appointment was canceled January 28, 1889. On August 13, 1889, the Secretary of War requested that F. be again certified for reinstatement; but the Commission, on August 25, 1889, declined to issue a certificate, on the ground that he had been separated from the service more than a year, and was not eligible: *Held*, That the decision of the Commission, namely, that a second certificate for

reappointment could not issue to F. because he had been separated from the service for more than a year was in accordance with Rule IX. (Opinion of Oct. 26, 1889, Vol. XIX, Op. Att'y-Gen'l, p. 416.)

Quartermaster's volunteers.—Where one served in the war of the rebellion in the military organization known as "Quartermaster's Volunteers," or "Quartermaster's Brigade," and was honorably discharged from the service: *Held*, That he is entitled to the benefit of the proviso in Rule IX as one who "served in the military service of the United States in the late war of the rebellion, and was honorably discharged therefrom," within the meaning of that rule. (Opinion of Nov. 19, 1889, Vol. XIX, Op. Att'y-Gen'l, p. 334.)

Review of decision by Commission upon question arising under the rules—Indiana minutemen.—Whether E. is eligible for reinstatement by reason of service in regiment of Indiana "minutemen" at the time of the insurgent foray known as Morgan's raid. The Commission decided that as the records of the War Department do not show that such an organization was in the service of the United States, he was not entitled to reinstatement.

If the Commission determined the question in accordance with law, no further proceedings in the premises are authorized.

No statute is found which authorizes the Secretary of the Interior or the Attorney-General, upon the suggestion of the Secretary, to reverse or to review this action of the Commission. The limitation of the statutes and the precedents established by learned predecessors preclude me from now reviewing the decision made by the Civil Service Commission. (Opinion of Att'y-Gen'l of June 25, 1891. 20 Op. Att'y-Gen'l, 158.)

Until officially requested to do so by the Department the Commission has no authority to issue its certificate for a reinstatement, and will not determine whether a reinstatement may be made.

Reinstatement to position competitive at date of request.—Rule IX, allowing reinstatement of "a person separated without delinquency or misconduct from a competitive position," means separation from a position competitive at the time of the request for reinstatement, and not that it must have been so at the time of separation. (Opinion of June 13, 1906. 25 Op. Att'y-Gen'l, 618.)

An occupant of an excepted position at the time it becomes competitive, who is afterwards promoted to a position which is still excepted, and is subsequently separated from the service, has the same status for reinstatement as if he had been separated from the competitive position.

A person reinstated to an apportioned position within a year from the date of separation will not be required to prove legal residence if he claims residence in the same State from which originally appointed and had proved same.

A person separated from the nonapportioned service may be reinstated in the apportioned service of the same Department, subject to the limitations of clauses (*b*), (*c*), (*d*), and (*e*) of section 8 and section 9 of Rule X.

The reinstatement of any person based upon a service to which he was appointed without regard to the apportionment, and without certification by the Commission, will not be charged to the apportionment. The reinstatement of a person based upon previous service to which he was appointed with due regard to the apportionment or on certification of the Commission, and with whose separation the apportionment has been credited, will be charged to the apportionment.

A person eligible for reinstatement to a position at the time of his temporary appointment thereto may be reinstated therein to date from his entrance upon such temporary service.

The mere occasional performance by a person in one position of duties naturally belonging to another does not confer upon the person any right of reinstatement to such other position.

The actual reappointment of a person may take place after the expiration of one year from the date of separation, provided the requisition is made within the year and the vacancy exists or is

about to occur at the time the requisition is made, but this must be construed as extending the privilege of appointment no longer than is reasonably required to take the necessary action. There is no authority for holding that a new term of eligibility begins after the certificate for reinstatement is issued.

Certificate may issue for the reinstatement of a person who was dropped at the end of his probationary period for a cause which does not constitute delinquency or misconduct, but only for the purpose of absolute appointment, as there can be but one period of probation.

If a substitute carrier who was separated from the service *involuntarily* through no fault of his own, be reinstated, he shall be restored to all the rights which attached to his original position, and will be entitled to resume the relative position as substitute which he held at the time of his separation; but if a substitute carrier who left the service *voluntarily* be reinstated, his relative position will be a matter in the discretion of the Department.

The fact that there is no record in a Department showing that a separation was for delinquency or misconduct can not be accepted as conclusive, nor can a person be reinstated upon a condonation of the delinquency or misconduct that occasioned his separation. The requisition for reinstatement must state, in the terms of the rule, that the separation was "without delinquency or misconduct," or that subsequent investigation shows the charges upon which the employee was dismissed to have been unfounded.

The removal rule provides that penalties like in character shall be imposed for like offenses, and a person removed for delinquency or misconduct of a sort which does not usually result in removal should obviously be reinstatable; otherwise the provision of the reinstatement rule would prevent the correction of action taken in contravention of the removal rule. A Department in proposing the reinstatement of an employee removed for delinquency or misconduct should state that the charges were not true; that they did not justify removal, or that a similar punishment would not in general be imposed for a similar offense.

When discharge is for inefficiency not due to delinquency or misconduct, and it is desired to give further trial on work of a character better fitted to the abilities of the employee, a certificate for reinstatement will issue.

Section 8 of the civil-service act provides that no person habitually using intoxicating beverages to excess shall be appointed to or retained in any office or position to which the act applies, therefore overindulgence in intoxicants can not be regarded as a mere disease. It must be considered misconduct, and persons dismissed for that reason are not eligible for reinstatement.

Revocation of the order of dismissal will not serve the purpose of reinstatement.

A woman claiming right to reinstatement as the widow of a soldier must prove the death of the soldier and that she is his widow. A woman who remarries after the death of her husband is no longer his widow. Separation from the service before marriage to the soldier does not debar her from the privilege conferred by the rule.

The war of the rebellion opened on April 15, 1861, and closed on August 20, 1866. Service between those dates, whether on the frontier or elsewhere, and whether or not in any State or part of the country in actual rebellion, will be regarded as service in the war of the rebellion.

A reinstatement under which little or no service is performed made for the purpose of prolonging the period of eligibility for reentrance to the service in defeat of the rule, can not be recognized as valid, and under the Attorney-General's opinion of August 27, 1902, *supra*, the Commission may refuse to issue a certificate for further reinstatement.

RULE X.—TRANSFER.

Subordinate to promotions.

Transfers shall be governed as follows:

1. No transfer shall be made to a competitive position above the lowest class in any grade unless the appointing officer shall certify that the position can not be adequately filled by promotion; but the Commission may, with the approval of the head of any Department, adopt regulations applicable to the Service in or under such Department, declaring what class shall be regarded as the lowest in any grade.

Under the New York civil-service laws, a person on a promotion register and already in the service, can not be transferred to a position for which such register was established, unless he is in reach of certification from that register. A promotion under the name of a transfer is not allowable. (Hale *v.* Worstell, N. Y. Court of Appeals, May 25, 1906.)

Employment of a clerk for the purpose of having him detailed to another Department.—The employment of a clerk by the Engineer Department of the Army for the sole purpose of having him detailed to assist the civil-service board of examiners at Cincinnati, Ohio, is not authorized. (Vol. 10, p. 814, Dec. of Compt. Treas.)

The lowest class in the grade of clerk in the Treasury and Post-Office Departments at Washington is fixed by regulation at $900.

Where a transfer involves a promotion the promotion rule and regulations must also be observed.

From excepted to competitive position.

2. No person appointed without competitive examination to a position classified at the time of such appointment, and no person serving in an unclassified position or in a position named in Schedule A not appointed by competitive examination, or by transfer or promotion from a competitive position, shall be transferred to a competitive position.

Retransfer.

3. Any person may be retransferred to a position in which he was formerly employed, or to any position to which transfer could be made therefrom, if since his transfer he has been continuously in the executive civil service of the United States or of its insular possessions. Such transfer may be made without compliance with clauses (*a*), (*b*), (*c*), (*d*), and (*e*) of section 8 of this rule.

The word "transfer," where used in section 5 of the act of June 22, 1906, is held to include cases of retransfer.

Transfers under this section may be made without compliance with the requirement of examination provided in section 6 of Rule II, and except where the transfer is to some other Department than the one in which the employee formerly served, without compliance with section 1 of Rule X.

When a requisition has been made under section 1 of Rule VII for a certification of eligibles, and the Commission, at the request of the Department, has made public announcement of an examination to secure such eligibles, the vacancy shall not thereafter be filled by transfer, promotion, or reinstatement, without the consent of the Commission.

The Commission can not undertake to determine whether transfer may be made

or whether an examination will be required until a request is received from the Department to which the transfer is proposed.

No specific authority for transfers is found in the civil-service act, and they are allowed only as necessary exceptions to competition. The rule is intended to impose such restrictions as will confine transfers within the fundamental provision of the act—that is, that they should be warranted by the conditions of good administration.

Pension examining surgeons and rural carriers

4. Physicians employed as pension examining surgeons, whether organized in boards or working individually under the direction of the Commissioner of Pensions, and carriers in the Rural Free-Delivery Service, shall not be transferred to any other positions in the classified service.

Without certificate in apportioned positions.

5. In the apportioned service transfers within the same department or office may be made without certificate of the Commission, subject to the rules and regulations regarding promotion, unless different tests are prescribed for original entrance to the position to which transfer is proposed.

Transfers under this section may be made without compliance with the requirement of examination provided in section 6 of Rule II.

Without certificate in nonapportioned positions.

6. In the nonapportioned service transfers within an office, among post-offices, among the different offices of the same customs district, among the military staff departments, and from the War Department to any military staff department, may be made without certificate of the Commission, and subject to the limitations prescribed in section 5 of this rule, unless otherwise provided by regulation of the Commission.

An act of March 2, 1907, provides that a clerk may be transferred to carrier and a carrier to clerk in any grade not higher than the corresponding grade of salary.

Transfers under this section may be made without compliance with the requirement of examination provided in section 6 of Rule II.

A substitute can not be transferred to a regular position in another part of the service. He must first become a regular employee.

Transfers to the substitute force of a post-office, except from the substitute force of another post-office, may be made to any position on the substitute list. A substitute transferred from one post-office to another shall go to the foot of the substitute list.

The transfer of a substitute within a post-office from the clerk to the carrier substitute force, or vice versa, may not be made except to the foot of the substitute roll: *Provided, however*, That a mutual exchange of positions between a substitute clerk and a substitute carrier may be made, but not to any higher position on the substitute roll than that to which each would have been entitled if his original appointment had been to the roll to which transferred.

The extension of free delivery to a post-office will not bring within the classified service a person who never reported for duty at that post-office, to whom the oath of office was never administered there, and who has not received compensation from that office. He has, therefore, no status for transfer.

Employees in Bureau of Engraving and Printing.

7. Operatives and other employees in the Bureau of Engraving and Printing whose duties are similar to those of operatives may be transferred without examination and certificate of the Commission to the apportioned positions of expert money counter and paper counter in the office of the Secretary of the Treasury, money-order assorter and skilled laborer acting as money-order assorter in the office of the Auditor for the Post-Office Department, and expert counter, feeder, and separator in the office of the Treasurer of the United States. Employees so transferred shall not be charged to the apportionment, and such transfer shall not give them rights of promotion or transfer greater than those of the positions from which they were transferred, and they shall not be assigned to duties other than those of the positions named in this section.

The positions of counter in the office of the Register of the Treasury, clerk at $700 per annum (to be employed as counter), National Bank Redemption Agency, clerk at $700 (to be employed as counter), on the regular roll, in the office of the Treasurer of the United States, and clerk at $840 per annum in the Bureau of Engraving and Printing, are also regarded as positions to which this provision applies.

Clerks at $900 (to be employed as counters) in the office of the Commissioner of Internal Revenue, and clerks at $900 (to be employed as counters) in the Division of Loans and Currency in the Secretary's office, Treasury Department, may be appointed by the promotion or transfer of counters who have had three years' experience in the latter-named office.

Expert money counters, paper counters, and money counters in the office of the Comptroller of the Currency and the office of the Register of the Treasury, Treasury Department, may, after three years' satisfactory service, be promoted without examination to be assigned exclusively on the work of counting money and paper, and to receive compensation not to exceed $900 per annum. Such promotion shall not give the person affected any further rights of promotion or transfer greater than he had in the position from which he was promoted.

On certificate.

8. Unless otherwise specifically provided in this rule, no person shall be transferred except on certificate of the Commission previously obtained, and subject to the following limitations:

Period of service required before transfer. Amendment of Sept. 23, 1907.

(*a*) He must have served three years in or under the Department or independent office from which transfer is proposed; but the Commission may waive this requirement, when it deems such action necessary in the interest of the service, in cases of transfer other than from one Executive Department to another at Washington, D. C. In any case he must have received absolute appointment and have actually served at least six months next preceding the transfer; but the Commission may waive this latter requirement where the person has been separated within a

year from a competitive position after six months' service therein, upon the certificate of the proper officer that the separation was caused by necessary reduction of force and not by inefficiency, and may allow transfer to any other Department or office upon his passing an examination prescribed by the Commission testing his efficiency for the position to which his transfer is proposed, subject to the other provisions of this rule.

When a transfer is in all other respects permissible under the civil-service rules, it will be the policy of the Commission to waive the requirement of six months' service immediately preceding transfer in the case of persons separated by reason of a necessary reduction of force; but all such persons on applying for transfer shall submit to a physical examination, and those of them who are seeking to be transferred to the position of skilled laborer or to some other position requiring physical activity will have to attain a grade of 85 on such physical examination before transfer. In cases where physical activity is not required, the transfer may be made if, all other prerequisites being satisfied, the person seeking transfer is physically fit to discharge the duties of the position to which he seeks to be transferred.

(*b*) He must be within the age limitations prescribed for examination for the position to which his transfer is proposed. Age limitations.

(*c*) The apportionment must be observed, unless waived by the Commission upon the certificate of the appointing officer that the transfer is required in the interests of good administration, setting forth in detail the reasons therefor. Apportionment.

A transfer from the nonapportioned to the apportioned service is charged to the apportionment of the State of which the person transferred is a legal resident. If this State has received an excessive share of appointments, such a transfer is in the nature of an exception to section 2 of the civil-service act, which provides for the apportionment of appointments to the public service in the Departments at Washington among the several States and Territories and the District of Columbia. Such transfers are therefore not authorized, unless the person whose transfer is sought possesses qualifications not possessed by eligibles tested by competitive examination, and it is not practicable to fill the position by the transfer or promotion of a person in the apportioned service.

The requirement that the apportionment be observed unless waived will not be construed as prohibiting the transfer of a person whose State is in order of certification from and examination testing the qualifications possessed by such persons.

In transfers, the average percentage of appointments received by all the States will be taken as fixing the limit of the application of Rule X, section 8, clause (*c*), if the transfer is manifestly in the interests of the service.

The interests of good administration may sometimes *permit*, though they can very seldom *require*, a transfer, unless the employee is possessed of some unusual or highly technical knowledge, ability, or skill which is required for the most efficient performance of the duties of the position to which he is to be transferred, and which it would be difficult or impossible to obtain through the ordinary means provided for filling such positions.

See section 9 of this rule.

If a transfer involves a promotion, the promotion rules and regulations must also be observed.

Examination.

(*d*) He must pass an appropriate examination whenever different tests are prescribed for original entrance to the position to which transfer is proposed.

See section 6, Rule II.

Where a person has passed the examination required for the position to which transfer is proposed, or an examination or other tests which the Commission shall deem equivalent thereto, the Commission may, in its discretion, waive further examination.

When transfers or promotions are properly applied for, and are otherwise permissible, the Civil Service Commission is hereby authorized, in its discretion, looking to the good of the public service only, to waive requirements for examination and to substitute for such examination so waived such other tests of fitness and capacity as the Commission may decide. In each case where such waiver is made the reasons therefor shall be stated at length by the Commission, and made matter of record in its minutes. (Executive order, Nov. 22, 1907.)

Class of work.

(*e*) He shall not be transferred to a position in which there is not required, in the judgment of the Commission, the performance of the same class of work or the practice of the same mechanical trade required in the position from which transfer is proposed.

This is not intended to prevent the advancement of employees within a department. It is intended that transfers shall be so made that training received in one position may be made available elsewhere.

Any exception to this requirement must be in the interests of good administration, and is permissible only when it can be shown that the transfer is along the line of the person's trade, profession, or training not of an ordinary clerical character specially fitting him for the work to be performed.

The transfer of a person who has been appointed from a register from which, in accordance with section 1, clause (*a*), of Rule VII, he would have been in turn to be certified for appointment to the position to which transfer is proposed may be made without reference to line of work.

In exchange of positions between the field service of a department and its bureaus at Washington strict requirement as to the same class of work will not be insisted upon.

Legal residence.

9. A person to be transferred from a nonapportioned to an apportioned position shall be required, previous to his transfer, to prove his residence in the same manner as for original appointment.

Persons who proved legal residence before appointment in the nonapportioned service, who have been continuously in the Government service since their appointment, and still claim legal residence in the State from which they were appointed, will not, in the event of their transfer to the apportioned service, be required to file another application establishing legal residence, but will be charged to the State from which originally appointed.

Philippine service.

10. An officer or employee occupying a competitive position in the Philippine classified service, who has served three years or more therein, may be transferred to the

Federal classified service, subject to the provisions of these rules.

Persons in the Federal service of the War Department in the Philippines appointed from the Commission's registers or those of the Philippine Civil Service Board, are required to serve there at least two years before transfer to the United States.

Classified employees of the War Department who are sent to the Philippines on a tour of duty are not subject to the above limitations, but may be retransferred to the United States in the discretion of the War Department.

Employees with clean records may be reinstated within one year of date of separation, for purpose of transfer under this provision.

Persons appointed on the Isthmus of Panama otherwise than through competitive examination or by transfer or promotion from a competitive position can not be transferred to a competitive position. (See Schedule A, Sec. VIII, p. 71.)

In * * * cases of exceptional merit where an employee has had a long and faithful service in a civil capacity beyond the seas, under conditions such that his appointment and services were not in contravention of the civil-service rules or Executive orders, he may be classified by the Department, with the approval of the Civil Service Commission. (Executive order of Aug. 12, 1907.)

RULE XI.—PROMOTION.

1. Competitive tests or examinations shall, as far as practicable and useful, be established to test fitness for promotion in the classified service. Competitive tests.

Before a person occupying a subclerical position in one Department can go therefrom to a clerical position in another Department he must have earned his promotion through competitive examination and have been promoted in the Department in which he was employed, or have been eligible to the next promotion in that Department.

A promotion from a competitive position to an excepted position may only be forced upon a clerk for considerations of public good; as for instance, because the clerk can render more efficient service in the position to which promoted.

Temporary service in a higher grade does not forfeit rights of promotion in the former position.

The promotion of persons employed for occasional duty will be made only to the lowest class of the grade in which the occasional employee is serving, or to the lowest class of any other grade not requiring a higher examination.

In filling vacancies in the regular grades from among those employed for occasional duty, selections for promotion will be made in the order of seniority, except where the principal officer gives good reasons why the occasional employee longest in the service is not by virtue of ability or efficiency entitled to such promotion. The following distinction is made between occasional and temporary employees: A certification for temporary employment is not charged against any of the names appearing thereon. A person thus temporarily appointed has no status outside of the temporary position to which appointed. A certification for occasional employment is charged against all of the names appearing thereon. The persons thus appointed have a fixed status in that they are promoted to the permanent force in the order of their original appointment to occasional duty.

The requirement of absolute appointment before promotion in promotion regulations does not apply to the advancement to positions in the regular force of persons employed for occasional duty.

Apprentices may be promoted to journeymen upon the completion of apprenticeship without examination, service for

the term of apprenticeship being regarded as a sufficient test of fitness.

The requirement in promotion regulations of two years' service prior to examination for promotion from subclerical to clerical grades is met by previous employment in a classified position for that period under another appointment.

Former service as a substitute in another branch of the service will not be counted as part of the two years' service required for entrance to the promotion examination for the apportioned Departmental service.

Eligibles on a promotion register established according to promotion regulations are entitled to certification as long as they remain on the register, unless, after having been three times certified, the appointing officer shall object, in writing, to a further consideration of their names.

If it shall be ascertained through direct correspondence that such is the wish of the parties concerned, a senior substitute may be authorized to waive his right of promotion to a regular vacancy in favor of the substitute standing next, and retain his position at the head of the substitute list.

A substitute employed temporarily on account of the increase in the business of a post-office is, by his separation therefrom, relegated to his former position on the substitute list.

Laborers classified under the Executive order of February 24, 1906, may not be promoted in grade or transferred without examination by the Commission; nor may any laborer be increased in pay beyond the usual and ordinary pay of the position and duties such laborer customarily fills and discharges. (Executive order of Aug. 28, 1907.)

Before regulations adopted.

2. Until regulations to govern promotions are made, promotions may be made upon any test of fitness, not disapproved by the Commission, which may be determined upon by the promoting officer, subject to the following limitations:

Age limitations and apportionment.

(*a*) The age limitations and apportionment must be observed.

Examinations.

(*b*) In case of promotion to a position for which the entrance tests are different, the person to be promoted must first pass an appropriate examination before the Commission.

The examination will ordinarily be the same as is required for original entrance to the position to which promotion is to be made, but in cases in which examination is clearly unnecessary, as where evidence of the qualification of the person by training, experience, or education, which is satisfactory to the Commission is presented, further tests may be dispensed with.

See Executive order of Nov. 22, 1907, page 110.

No examination required for promotion to Superintendent of Indian schools. Amended June 13, 1905.

(*c*) Any employee in the classified Indian Service may, with the approval of the Secretary of the Interior, be promoted without examination to the position of superintendent of an Indian school, upon a statement of the Commissioner of Indian Affairs that the employee possesses the requisite business and executive qualifications to fill the position, and the Commission will on such statement issue the necessary certificate.

Recommendations which may *not be considered.*

3. No recommendation for the promotion of a classified *employee* shall be considered by any officer concerned in

making promotions, unless it be made by the person under whose supervision such employee has served; and such recommendation by any other person, if made with the knowledge and consent of the employee, shall be sufficient cause for debarring him from the promotion proposed, and a repetition of the offense shall be sufficient cause for removing him from the service.

Penalties for improper recommendation.

All officers and employees of the United States of every description, serving in or under any of the Executive Departments or independent Government establishments, and whether so serving in or out of Washington, are hereby forbidden, either directly or indirectly, individually or through associations, to solicit an increase of pay or to influence or attempt to influence in their own interest any other legislation whatever, either before Congress or its committees, or in any way save through the heads of the Departments or independent Government establishments in or under which they serve, on penalty of dismissal from the Government service. (Executive order of Jan. 31, 1902.)

Government employees influencing legislation.—The order of the President of January 31, 1902, forbidding all officers and employees of the United States to influence legislation by Congress in their own interest, prohibits "The Navy-Yard and Arsenal Employees' Protective Association," of Washington, from seeking to influence Congress or its committees to pass a pending bill granting an additional fifteen days' leave of absence to the employees who constitute that association. (Opinion of Feb. 21, 1902, 23 Op. Att'y-Gen'l, 637.)

In response to a letter from the United States Civil-Service Retirement Association requesting permission for the formulation of a bill for the retirement of superannuated employees, the President, under date of February 21, 1902, replied in part: "Permission is restricted to acts pertinent and necessary to the single object proposed, *namely, to obtain information*, upon which legislation for the retirement of superannuated employees may be based."

The Postmaster-General has directed:

"Organizations within the Department to receive its sanction in any degree must have for their object improvements in the service or be of a purely fraternal or beneficial character. With any other purpose in view, they are detrimental to the service, to their members, and to the public."

4. Substitutes shall be promoted to the first vacancies occurring in regular positions in the order of their original appointment, whenever there are substitutes of the required sex who are eligible and will accept, unless such vacancies are filled by promotion, transfer, or reinstatement.

Of substitutes.

In view of the fifth section of the act of March 3, 1893, defining the hours of labor in the Departments and showing under what circumstances leaves of absence may be granted, substitutes, except as provided by law, may not be employed. (First Comptroller, March 14, 1893. See opinion of Attorney-General, March 6, 1890.)

Where two or more substitutes are appointed on the same date, they shall be promoted to the regular force in the order of the ratings attained by them in the examination, irrespective of the fact that one or more of such substitutes may have been allowed preference under section 1754, R. S.

Promotions from substitute to regular positions shall be made in the order of the date of appointment in the entire office and not in any one division.

Amendment of June 13, 1904.

5. A person who has been reinstated in the classified service in a grade lower than that from which he had been separated may be promoted to his former grade without examination.

RULE XII.—REMOVAL.

Amendment of November 17, 1905. Like penalties for like offenses.

1. In making removals or reductions, and in other punishment, penalties like in character shall be imposed for like offenses.

To be for the efficiency of the service.

2. No person shall be removed from a competitive position, except for such cause as will promote the efficiency of the service. When the President or head of an Executive Department is satisfied that an officer or employee in the classified service is inefficient or incapable and that the public service will be materially improved by his removal, such removal may be made without notice to such officer or employee, but the cause of removal shall be stated in writing and filed. When misconduct is committed in the view and presence of the President or head of an Executive Department, removal may be made summarily, and no statement of reasons need be filed.

No officer or employee of the Government shall, directly or indirectly, instruct or be concerned in any manner in the instruction of any person or classes of persons, with a view to their special preparation for the examinations of the United States Civil Service Commission.

The fact that any officer or employee is found so engaged shall be considered sufficient cause for his removal from the service. (Executive order of October 13, 1905.)

Reasons and answers.

3. Where a recommendation for removal or reduction in grade or compensation of an officer or employee is made to the head of an Executive Department by a bureau chief or other subordinate officer, the said head of Department may, in his discretion, require that the person sought to be removed be furnished with a statement in writing of the reasons for such action, and be allowed a reasonable time for personally answering the same.

Power to investigate.

4. The Civil Service Commission shall have no jurisdiction to investigate any removal unless it is alleged that the procedure required by section 2 of Rule XII has not been followed, or that the removal was made for political or religious reasons.

Power of courts to review.—The courts have no jurisdiction to review the action of an appointing officer in removing an employee. The right of appointment *necessarily* involves the right of removal. This power is absolute, except in so far as restricted by Congress. The civil-service act limits the power of removal in no respect except for the single cause of failure to contribute money or services to a

political party. An employee's fitness, capacity, and attention to his duties are questions of discretion and judgment to be determined by the heads of the Departments. Such questions are beyond the power of any court. Taylor *v.* Taft, Secretary of War.—Court of Appeals, D. C. Decision of June 8, 1904.

Removal an incident to power of appointment.—It may be regarded, then, as the settled law that the power of removal is incident to the power of appointment, and therefore that any law which confers upon the head of a Department a power of appointment, *ipso facto*, conveys a power of removal as effectually as if that power were expressly given by the statute. The power of removal is intrenched in the law. It is created by an act of legislation, and it can only be taken away or modified by similar authority. Woods *v.* Gary.—Supreme Court, D. C. Sept. 14, 1897.

Removal under control of Executive.—Possessed by the Constitution of the power of appointment and removal, except possibly as he may be therein restricted by act of Congress, the Executive has the right to regulate for himself the manner of appointment and removal. He may direct his subordinates who exercise under him in certain cases the power of appointment and removal with respect thereto, and may regulate the manner in which they may act for him; but this is an administrative order of the Executive, not done in compliance with any law or in regulation of the execution of any law enacted by Congress restricting his right of removal, but is simply an instruction to those who hold positions by virtue of his appointment of the manner in which they shall discharge their duties in respect to the removal of their subordinates. The order is not the law of the land; it is not the emanation of the lawmaking power, but is merely a regulation adopted by the Executive, as he rightfully might, in regulation of the conduct of those who are subject to his authority. He made it, and may at his pleasure rescind it. (Carr *v.* Gordon, 82 Fed. Rep., 373.)

No property right in office.—These rules regulating the power of removal were made by the President, and may be repealed, altered, or amended at his pleasure. Prior to November 2, 1896, no such restraints existed, and if after that date they came into force, it was alone by virtue of an Executive order. Law is not thus enacted, altered, or amended. Law must be an expression of a rule of action by the legislative authority. These civil-service rules, so far as they deal with the Executive right of removal, a right which is but an incident of the power of appointment, are but expressions of the will of the President and are regulations imposed by him upon his own action or that of heads of departments appointed by him. He can enforce them by requiring obedience to them on penalty of removal. But they do not give to the employees within the classified civil service any such tenure of office as to confer upon them a property right in the office or place. (Morgan *v.* Nunn, 84 Fed. Rep., 551.)

Enforcement of regulations concerning removal.—Under the civil-service law neither the Civil Service Commission nor the President, nor both combined, can make any regulations with the force and effect of law, nor will courts of equity enforce them. The President has power to enforce such regulations by the exercise of the power of removal, and, if he does not do so, courts of equity will not interfere. (Flemming *v.* Stahl, 83 Fed. Rep., 940.)

The complaint that unfit men are "protected by the rules" is not true. On the contrary, the power of removal for unfitness is with the head of the office. The appointing officer being responsible for the efficient performance of the work of his office, it rests with him to determine whether such cause exists as to require the removal of an employee in order to promote the efficiency or discipline of his office.

In the case of the United States *v.* Wickersham the United States Supreme Court decided that Mr. Wickersham was entitled to compensation from November 1, 1897, the date on which he was illegally

suspended, in violation of the civil-service rules, from a classified position by the surveyor-general of Idaho until May 10, 1898, the date on which the Department offered him another position at Washington, which he declined. The court said in part: "The case comes to this: The appellee, by his appointment, practically made by the Secretary of the Interior in entering his name in the classified list and designating him for the service required, was entitled to the privileges and emoluments of his position until he was legally disqualified by his own action or that of some duly authorized public authority. The attempted suspension without authority of law, he remaining ready and willing to discharge the duties of the place, could not, during the period of such wrongful suspension, have the effect to deprive him of the compensation legally belonging to one entitled to hold the position."

RULE XIII.—REPORTS OF CHANGES.

Appointing officers to make. Act, sec. 2, cl. 2, par. 8.

1. Every nominating or appointing officer in the executive civil service shall report in detail to the Commission, whenever and in such manner as it may prescribe, all changes in the service under his authority, whether they affect positions or employees that are classified, unclassified, excepted, permanent, temporary, or subject to contract.

Lists of all positions.

2. Such officers shall also furnish to the Commission, when requested, a list of all the positions and employments under their authority, together with the names, designations, compensations, duties, and dates of appointment or employment of all persons serving therein.

Statements of duties of laborers.

3. Reports of appointments and changes in status of mere laborers or workmen shall be accompanied by a statement setting forth specifically the kind of labor performed, in detail sufficient to enable the Commission to determine the status of each position as classified or unclassified; and a similar statement of duties performed by any employee or pertaining to any position in the executive civil service shall be furnished to the Commission on request. All essential changes of duties pertaining to persons appointed as mere laborers or workmen without examination under the civil service rules shall be at once reported to the Commission.

Changes of duties.

See note under Rule II, section 5.

RULE XIV.—TESTIMONY.

Duty of officers and employees in regard to. Act, sec. 2, cl. 4.

It shall be the duty of every officer and employee in the executive civil service, and of every applicant or eligible for a position therein, to give to the Commission, or its authorized representatives, all proper and competent information and testimony in regard to matters inquired

of arising under the civil-service act and rules, and to subscribe such testimony and make oath or affirmation to the same before some officer authorized by law to administer oaths.

Testimony in investigations.—It is within the power of the President so to modify the civil-service rules as to impose upon all officers and employees in the public service the duty of giving to the Commission or its authorized representatives all proper and competent information in regard to all matters inquired of, and to subscribe to and make oath to such testimony before some officer authorized by law to administer oaths.

The imposition of such a duty upon every officer and employee in the public service is neither unreasonable nor unsuitable. It is clearly within the exercise of the Executive power, and its legality can not be doubted. (Opinion of Dec. 2, 1901; 23 Op. Att'y-Gen'l, 595.)

RULE XV.—WITHHOLDING SALARY.

Compensation conditional upon legal appointment. Act, sec. 7.

If the Commission shall find that any person is holding a position in violation of the civil-service act or of the rules promulgated in accordance therewith, it shall, after notice to the person affected and an opportunity for explanation, certify the facts to the proper appointing officer. If such person be not dismissed within ten days thereafter, it shall certify the facts to the proper disbursing and auditing officers, and such officers shall not pay or audit the salary or wages of such person thereafter accruing: *Provided*, That if a question of law respecting the power to appoint or employ is raised in any such case, the President or the head of a Department may obtain the opinion of the Attorney-General thereon.

See Executive order of November 29, 1904, p. 61.

Employment of persons who have not been certified by the Commission.—A person employed by a marshal as his office deputy, without having been certified by the Commission as eligible to employment, although employed in violation of Executive orders, is not employed in violation of law, and is entitled to the expenses incurred by him in serving a warrant of arrest. (Vol. 5, p. 649, Dec. of Compt. Treas.)

Payment of temporary Spanish war employees.—Since the passage of the act of April 28, 1902, the employment and payment of temporary employees under the appropriation for continuing the employment of additional temporary clerks and employees, rendered necessary by increased work incident to the war with Spain, is not authorized unless they are employed as prescribed by the civil-service act and the rules and regulations made in conformity therewith. (Vol. 8, p. 890, Dec. of Compt. Treas.)

Presumption of compliance with law and rules.—In the absence of evidence to the contrary the accounting officers will, in the settlement of salary accounts, assume that the civil-service law and rules have been complied with by the officer having the power of appointment. (Vol. 3, p. 52, Dec. of Compt. Treas.)

RULE XVI.—REGULATIONS.

Power to make regulations.

1. The Commission shall have authority to make regulations for the execution of these rules.

Navy-yard regulations.

2. No modification of the existing regulations in the Navy Department governing the employment of labor at navy-yards shall be made without the approval of the Commission.

SCHEDULE A.

CLASSIFIED POSITIONS EXCEPTED FROM EXAMINATION UNDER RULE II, CLAUSE 3.

[The classified service does not include positions under the government of the District of Columbia, the Library of Congress, legislative and judicial branches, consular and diplomatic services, Bureau of American Republics, and Spanish Treaty Claims Commission.]

No office or position shall be deemed excepted unless it is specifically named herein. Not more than one position shall be treated as excepted under the title of any such position unless a different number be indicated.

I. The Entire Classified Service.

1. Two private secretaries or confidential clerks to the head of each of the Executive Departments and one to each assistant head.

2. One private secretary or confidential clerk to each of the heads of bureaus appointed by the President and confirmed by the Senate in the Executive Departments, if authorized by law.

3. All persons appointed by the President without confirmation by the Senate.

4. Attorneys, assistant attorneys, and special assistant attorneys.

5. Chinese and Japanese interpreters.

6. Any person receiving not more than $300 per annum compensation for his personal salary, who may lawfully perform his official duties in connection with his private business, such duties requiring only a portion of his time.

7. Any person employed in a foreign country under the State Department, or temporarily employed in a confidential capacity in a foreign country under any department or office, but this exception shall not apply to any person employed in a foreign country contiguous to the United States in the service of the Bureau of Immigration, Department of Commerce and Labor.

8. Any position the duties of which are of a quasi military or quasi naval character, and for the performance of which duties a person is enlisted for a term of years; also positions in the Revenue-Cutter Service, where the persons enlist for the season of navigation only.

9. All positions in Alaska which can not be filled from appropriate existing registers, except those in the Customs Service.

10. A person serving under temporary appointment continuously since May 29, 1899, may be permanently appointed, in the discretion of the appointing officer.

11. A person holding an excepted position, which he entered prior to November 2, 1894, and in which he has since served continuously, may, subject to the other conditions and provisions of these rules, be transferred to a competitive position.

12. Mechanics and skilled tradesmen or laborers, employed upon construction or repair work in the field services, under such restrictive conditions that, in the opinion of the Commission, they can not, as a class, be appointed from registers of eligibles.

13. Cooks, when in the opinion of the Commission it is not expedient to make appointment upon competitive examination.

14. One driver[a] of carriage, each, for the personal use of the President, the head of any Executive Department, the Secretary to the President, and such other drivers of carriages as may from time to time be authorized by competent authority, may be appointed without reference to the civil-service rules or the labor regulations.

II. Treasury Department.[b]

1. Not exceeding one solicitor to the collector at the port of New York, if authorized by the Secretary of the Treasury.

2. One confidential clerk, if authorized by the Secretary of the Treasury, to each of the following officers:

The collector of each customs district where the receipts for the last preceding fiscal year amounted to as much as $500,000.

The appraisers at the ports of Boston, New York, and Philadelphia.

One private secretary in the office of the naval officer of customs at the port of New York.

3. One counsel before the Board of United States General Appraisers.

4. In the New York customs district: One paymaster; stitch counters.

5. Storekeepers and gaugers whose compensation does not exceed $3 per day when actually employed and whose aggregate compensation shall not exceed $500 per annum.

This exception from the requirement of examination shall not apply to the Fifth Internal Revenue district of North Carolina.

6. One private secretary or confidential clerk to the superintendent, and one cashier in each mint or assay office.

7. Any local physician employed for temporary duty as acting assistant surgeon in the Public Health and Marine-Hospital Service.

8. Any persons employed in the Public Health and Marine-Hospital Service as quarantine attendants at stations at which, in the opinion of the Commission, the establishment of registers is impracticable, and any person employed as quarantine attendant or acting assistant surgeon or sanitary inspector on quarantine vessels or in camps or stations established for quarantine purposes during epidemics of contagious diseases, for temporary duty in the United States or elsewhere in preventing the introduction or spread of contagious or infectious diseases.[c]

9. In the Alaska customs service all persons appointed or employed for the season of navigation only.

10. One examiner of tobacco and one examiner of tea in the customs service at the port of Chicago.

11. Mounted inspectors in the customs service on the Mexican border.

III. War Department.[b]

1. All paymaster's clerks actually on duty with paymasters.

2. All cable engineers.

3. All telegraph operators, telegraph linemen, and cable seamen, receiving a monthly compensation of $60 or less, serving on military telegraph systems or at military stations and who perform their duties in connection with their private business or with other

---

[a] The Commission holds that this exception applies to chauffeurs as well as to drivers of carriages.

[b] See excepted positions in this Department under heading "The Entire Classified Service."

[c] Subject to this exception at present are the following quarantine stations: Cape Charles, Columbia River, Fort Stanton, Gulf, Key West, Mobile, Mullet Key, Reedy Island, San Francisco, and South Atlantic.

employment, such duties requiring only a portion of their time. Appointment to such positions shall be subject to noncompetitive examination as to practical skill in the work required therein, by a signal officer or acting signal officer, whose certificate as to the professional fitness of the appointee shall be forwarded to the Secretary of War, and a duplicate thereof to the Civil Service Commission.

4. All persons in the army transport service.

5. All commissioners for the national military parks.

6. Consulting architect, for work of reconstructing the United States Military Academy at West Point, New York.

7. All navigating positions on the torpedo and mine planters of the Quartermaster's Department at large.

8. One law officer in the Bureau of Insular Affairs.

9. One superintendent, one chief chemist and assistant superintendent, and one first assistant chemist, for service in connection with the operation of the Washington Filtration Plant, under the Engineer Department.

10. Caretakers of abandoned military reservations or of abandoned or unoccupied military posts, when the positions are filled by retired noncommissioned officers or enlisted men.

IV. Department of Justice.[a]

1. Wardens, chaplains, and physicians in the United States penitentiaries or prisons.

2. One clerk to each United States district attorney.

3. Examiners.

4. Any person employed as office or field deputy in the office of a United States marshal.

5. All positions and employments deemed by the Attorney-General to be legal or confidential in their character, and which relate to temporary service or which grow out of appropriation acts committing to the Attorney-General the execution of some purpose of the law and the expenditure of the funds therefor, but not creating specific positions.

V. Post-Office Department.[a]

1. The Assistant Attorney-General for the Post-Office Department.

2. One private secretary or confidential clerk to the Assistant Attorney-General, and one to the Purchasing Agent of the Post-Office Department.

3. One private secretary or confidential clerk to the postmaster, if authorized by the Postmaster-General, at each post-office where the receipts of the last preceding fiscal year amounted to as much as $350,000.

4. All employees on star routes and in post-offices having no free delivery service.

5. One assistant postmaster or the chief assistant to the postmaster, of whatever designation, at each post-office.

6. One auditor at the post-office in New York City.[b]

7. Clerks in charge of contract stations, appropriated for as such and so reported.

8. Clerks in charge of stations, whose compensation does not exceed $500 per annum. Persons now employed or hereafter appointed within the limits of this exception may be promoted, but may not be transferred or assigned to any other position which is competitive.

---

[a] See excepted positions in this Department under heading "The Entire Classified Service."

[b] The clauses of Section V of this schedule excepting cashiers and finance clerks were stricken out on March 30, 1905, with the provision that "No cashier or finance clerk appointed under the exceptions from examination formerly contained in this schedule shall acquire any of the rights or privileges conferred by these rules upon competitive employees except upon recommendation by the Postmaster-General."

VI. Department of the Interior.[a]

1. The superintendent of the Hot Springs Reservation.
2. One special land inspector and four special inspectors.
3. Inspectors of coal mines in the Territories.
4. Temporary clerks employed in the United States local land offices to reduce testimony to writing in contest cases, not paid from Government funds.
5. Indians employed in the Indian Service at large, except those employed as superintendents, teachers, manual training teachers, kindergartners, physicians, matrons, clerks, seamstresses, farmers, and industrial teachers.
6. Special commissioners to negotiate with Indians, as the necessity for their employment may arise.
7. One financial clerk at each Indian agency to act as agent during the absence or disability of the agent.
8. Physicians employed in the Indian Service and receiving not more than $720 per annum salary, who may lawfully perform their official duties in connection with their private practice, such employment, however, to be subject to the approval of the Commission.
9. All physicians employed as pension examining surgeons, whether organized in boards or working individually under the direction of the Commissioner of Pensions. This paragraph shall not include medical examiners in the Pension Office.
10. Five special pension examiners to investigate fraudulent and other pension claims of a criminal nature.
11. Five special agents of the General Land Office to investigate fraudulent entries and other matters of a criminal nature.
12. Consulting engineers of the Reclamation Service under the Geological Survey.
13. One confidential clerk and one record clerk to the Superintendent of the Government Hospital for the Insane.
14. One private secretary to the Director of the Geological Survey.

VII. Department of Agriculture.[a]

1. Agents, experts, and student assistants for temporary duty employed in making investigations and furnishing information for the Department, as provided by law or under the direction of the head of the Department, which agents, experts, and student assistants shall be borne on the rolls as such and be actually engaged in the duties for which they were appointed, and whose payment has been authorized by law, provided that the salary of such student assistants shall not exceed a rate of $300 per annum each while employed.

An agent is one who is employed to act for or to represent the Department of Agriculture in some locality or territory outside of Washington, and whose duties are of such a temporary or special character or whose compensation is so low as to render it impracticable to adequately fill the position by open competitive examination.

An expert is one who has such rare, peculiar, or unusual skill or experience in some department or branch of knowledge as to render his qualifications essentially different from or superior to those required by any classified employees in competitive positions, and not likely to be possessed in an equal or superior degree by other persons who might be available for appointment.

2. One statistical agent in each State and Territory where authorized by law.
3. Guards, guides, cooks, packers, teamsters, choppers, and skilled laborers employed temporarily during the season of danger from fires, or when other special work requires additions to the regular reserve force. They shall serve only as long as absolutely required and in no case more than six months in any one year, except in the case of forest guards, whose employment shall not be so limited. So far as the Commission may deem practicable, such appointments shall be made from the registers of eligibles for forest rangers.

---

[a] *See excepted positions in this* Department under heading "The Entire Classified Service."

VIII. Isthmian Canal Commission.[a]

All officers and employees in the service of the Isthmian Canal Commission upon the Isthmus of Panama, except those who are to perform the duties of clerk, bookkeeper, stenographer, typewriter, surgeon, physician, trained nurse, or draftsman.

Appointments to clerical positions on the Isthmus of Panama paying less than $75 in gold per month may be made without examination under the civil-service rules.

No person appointed to the service on the Isthmus of Panama otherwise than through competitive examination or by transfer or promotion from a competitive position shall be transferred to a competitive position.

IX. Department of Commerce and Labor.[b]

1. All persons temporarily connected with the field operations of the Bureau of Fisheries who are paid from lump appropriations for miscellaneous expense. No person employed in a position specifically provided for by statute at any station shall be regarded as excepted from examination hereunder.

2. Shipping commissioners whose compensation for the fiscal year ending June 30, 1907, was, as shown by the records in the Department of Commerce and Labor, $2,500 or over.[c]

X. Interstate Commerce Commission.

Not exceeding twenty special agents under the division of prosecutions, subject to such evidence of qualification as the Civil Service Commission may prescribe after consultation with the Interstate Commerce Commission: *Provided*, That, should the Civil Service Commission at any time have reason to believe that the privilege afforded by this section is abused, it may revoke it.

---

[a] Amendment of January 12, 1906. See Executive order of May 31, 1906, page 92, Twenty-third Report.

[b] See excepted positions in this Department under heading "The Entire Classified Service."

[c] The following ports are included in the provisions of this order: New York, San Francisco, Port Townsend, and Boston.

LABOR REGULATIONS.

Section 7 of the civil-service act provides that "any person merely employed as a laborer or workman" shall not be required to be classified. There are two classes of employees designated as laborers, (1) those whose duties are unskilled manual labor, and (2) those whose duties are principally of the grade performed by classified employees, although employed under the designation of "laborer." The laborer who does unskilled manual labor is the only one who is *merely* employed as a laborer and to whom the labor regulations apply. A laborer is not *merely employed as a laborer* if his chief work is of the grade performed by classified employees, and therefore he is not exempted from the requirement of classification. Hence the following provision of Rule II, section 5, of the civil-service rules:

Laborers who, in connection with their usual duties, are to perform work of the grade performed by classified employees, shall be appointed upon certification by the Commission from appropriate registers of eligibles in the manner provided by these rules; and a person employed merely as a laborer or workman without examination under these rules shall not be assigned to work of the grade performed by classified employees.

When the principal duties pertaining to a position are of the sort performed by employees who are classified in any part of the service, the position should be treated as classified. Laborers who will be required to read and write or to exercise skill not possessed by an ordinary day laborer must not be appointed without examination under the civil-service rules.

Section 1753, R. S., authorizes the President to prescribe such regulations for admission to the service as may best promote its efficiency. Under this statute the President, on November 15, 1904, and December 12, 1904, respectively, promulgated regulations to govern appointments of unskilled laborers at Washington and in the field service. The application of these regulations for the field service may be extended by the Commission, and at present they apply to the Federal offices in 32 of the principal cities.

The regulations for the Departments at Washington are under the control of a board of labor employment on which each independent executive establishment is entitled to representation, but whose duties practically devolve upon the representative of the Commission. The board for each of the 12 civil-service districts acts as a board of labor employment for all Federal offices within that district which are subject to the regulations.

In the examination for laborers the highest mark is 98, and for defects deduction is made from 100 in fives or multiples to 70, all below 70 being rejected. A male to be marked 98 must weigh not less than 160 pounds, be of corresponding stature, and able to lift, shoulder, and easily carry a mail bag and contents weighing 125 pounds. He must be free from physical defects, organic and functional, and in such general condition of vigor and health that there is a reasonable prospect of his being useful for twenty years. Preference is given to men who are heavier than the average, provided, of course, that the chest expansion is normal and the waist measure not excessive. Females are given a maximum rating of 95. The examination is of a modified character, and the test of strength omitted. The same method of certification is pursued as in the classified service, except that civil-war veterans are certified next after the veterans preferred under section 1754, R. S., and both are certified before all others.

CLASSIFICATION OF THE EXECUTIVE CIVIL SERVICE.

The classification of the civil service, based upon section 163, Revised Statutes,[a] was adopted by each head of a Department and Government establishment on direction of the President on June 9, 1896. It arranges officers and employees, other than mere laborers and persons whose appointments are confirmed by the Senate, in classes according to annual salary or compensation, as follows:

A. Less than $720.
B. $720 or more and less than $840.
C. $840 or more and less than $900.
D. $900 or more and less than $1,000.
E. $1,000 or more and less than $1,200.
1. $1,200 or more and less than $1,400.
2. $1,400 or more and less than $1,600.
3. $1,600 or more and less than $1,800.
4. $1,800 or more and less than $2,000.
5. $2,000 or more and less than $2,500.
6. $2,500 or more.

The classification further provides that no person appointed as a laborer without examination under the rules shall be assigned to work of the same grade as that performed by classified employees, and no person shall be admitted in to any place not excepted from examination by the rules until he shall have passed an appropriate examination before the Commission and his eligibility has been certified to the appointing officer by the Commission.

The Railway Mail Service has a different classification prescribed by section 1402, Revised Statutes, as amended by an act approved March 3, 1903.

[a] See page 46.

CIVIL-SERVICE DISTRICTS.

The Commission has divided the United States into twelve civil-service districts. These districts comprise the post-office, customs, internal-revenue, mint and assay subtreasury, and custodian services.

Information in regard to any of the services mentioned above may be secured by addressing the secretary of the civil-service district in which employment is desired.

The location of each headquarters is:

First district: Boston, Mass.
Second district: New York, N. Y.
Third district: Philadelphia, Pa.
Fourth district: Washington, D. C.
Fifth district: Atlanta, Ga.
Sixth district: Cincinnati, Ohio.
Seventh district: Chicago, Ill.
Eighth district: St. Paul, Minn.
Ninth district: St. Louis, Mo.
Tenth district: New Orleans, La.
Eleventh district: Denver, Colo.
Twelfth district: San Francisco, Cal.

ARCHIVES OF THE COMMISSION.

In aid of persons interested in promoting the civil-service reform movement, historical investigators, and others who may desire to know what material is to be found in the archives of the Commission bearing upon subjects in which they happen to desire information, it may be said that the library of the Commission contains fairly complete collections of Congressional documents, Department and other publications relating to executive patronage and the civil service, as well as collections of bills, speeches, and newspaper clippings, and of the reports and other publications of state and city civil-service commissions. The records of the Commission are largely administrative in character, and their interest is chiefly personal, but they are of value in the study of executive patronage and the application of remedies for abuses in the exercise of the appointing power. They are complete since the establishment of the Commission in 1883, are provided with a subject index, and accessible for historical purposes. They embrace the minutes of the proceedings of the Commisison in thirty volumes, card records of everyone who is or has been in the classified service, with a history of his service, volumes containing specimens of all questions used in the examinations, reports of hearings before committees of Congress, and files of correspondence with the President, the Executive Departments, and the general public.

The annual reports of the Commission, of which twenty-four have been issued, contain historical and statistical statements of the chief matters of public interest in the Commission's work. The Twenty-second Report contains an index of the preceding reports and a list of the notable articles in them.

CENSUS OF THE EXECUTIVE CIVIL SERVICE.

In 1897 Congress printed a volume prepared by the Commission, entitled: Tables showing the number of positions in the Executive civil service, classified and unclassified, on June 30, 1896, with their compensation by grades and classes, and their status under civil-service rules. House Document 202, 54th Congress, 2d session, p. 499.

In 1904 the Bureau of the Census issued a bulletin (No. 12), p. 239, prepared in cooperation with the Commission, entitled, The Executive Civil Service of the United States. It contains tables, with comment, of 150,383 officers and employees, relating to sex, nativity, character of appointment, and of work, age, period of service, salary, and place where employed, grouped to show the more significant and interesting facts relative to superannuation, expenditure for salaries, tenure of office, extent to which women are employed, and other matters of economic and social importance. Copies may be had by addressing the Director of the Census.

In 1908 the Bureau of the Census issued another bulletin (No. 94), p. 164, entitled, Statistics of Employees, Executive Civil Service of the United States, which contains, in addition to tables similar to those in Bulletin 12, tables relating to race, marital condition, place whence appointed, apportionment of appointments in the Departments, and war veterans in the service. The added tables and the combinations made possible thereby, together with tables making comparison of Government employees with persons occupied in private pursuits, make the bulletin of much sociologic and economic interest. Copies may be had by addressing the Director of the Census.

EXECUTIVE ORDERS.

General Executive orders issued from March 28, 1907, to April 21, 1908, and special exceptions to the civil-service rules from January 31, 1907, to May 1, 1908, are here presented under the following arrangement:

(1) Orders amending the general rules and regulations.

(2) Orders amending Schedule A (classified positions excepted from examination). Page 106.

(3) Orders affecting classifications.

(4) Orders excepting persons named from the requirements of the rules.

(5) Orders affecting unclassified laborers.

(6) Miscellaneous orders.

The Eighteenth Report, pages 161–327, contains a compilation of the civil-service rules, special orders, and classifications from May 7, 1883, to August 16, 1902. The Nineteenth Report gives Executive orders in full for the year ending June 30, 1902, at pages 74–92. Executive orders to June 30, 1903, appear in the Twentieth Report, pages 65–76; to June 30, 1904, in the Twenty-first Report, pages 76–91; from June 30, 1904, to December 30, 1905, in the Twenty-second Report, pages 69–95, and general orders from January 5, 1906, to March 28, 1907, and special exceptions from December 23, 1905, to January 31, 1907, in the Twenty-third Report, pages 91–107.

ORDERS AMENDING GENERAL RULES AND REGULATIONS.

INTERSTATE COMMERCE COMMISSION.

May 11, 1907.

The Interstate Commerce Commission is authorized to make not exceeding fifteen appointments prior to July 1, 1907, of persons to be employed as special agents or examiners, as provided for by section 20 of the act to regulate commerce, as amended on June 29, 1906. These special agents or examiners shall, after serving a probationary period of six months, be given a noncompetitive examination by the Civil Service Commission along lines suggested by the Interstate Commerce Commission, and upon satisfactorily passing such examination be taken into the competitive classified service. The eligible registers of the Commission shall be used when possible, and any eligible on these registers may be appointed under this authority. An examination will be promptly announced, from which appointments shall be made in accordance with the civil-service rules. This authority shall cease on July 1, 1907, and appointments thereafter shall be made from the registers of the Civil Service Commission.

This amendment was adopted as the Commission had not on its registers sufficient eligibles to meet the requirements of the situation and the necessity for filling the vacancies was urgent.

TRANSFER.

June 5, 1907.

Section 8, clause (*a*), of Rule X, is hereby amended to read as follows:

(*a*) He must have received absolute appointment and have actually served in the classified service at least six months next preceding the transfer; and if

from one Executive Department to another at Washington, he must have served at least three years in the Department from which the transfer is proposed; if to or from the Interstate Commerce Commission, the Civil Service Commission, the Isthmian Canal Commission, the Government Printing Office, the Smithsonian Institution, or any other independent bureau, commission, or office at Washington, he must have served at least three years in the bureau, commission, office, or Department from which transfer is proposed; but when, in its judgment, the interests of the service so require, the Civil Service Commission may waive the three-year limitation in cases of transfers to or from such independent bureaus, offices, or commissions at Washington.

The transfer of persons in the classified service in offices under the supervision of one of the nine Executive Departments, but established and located outside such Departments—as, for instance, employees and subordinates in post-offices, pension agencies, custom-houses, ordnance establishments, subtreasuries, navy-yards, quartermasters' establishments, the field service of the Reclamation Service, and other services in like position—shall not be allowed where the person whose transfer is proposed has not served three years in the branch of the Executive Department from which his transfer is desired, unless the provisions of this section are waived by the Civil Service Commission in cases in which in its judgment the interests of the service so require. Transfers between the Executive Departments or independent bureaus, commissions, or offices, and the field services shall be subject to the regulation last mentioned.

The purpose of this amendment to the rules was to provide a uniform practice with regard to transfers from services in one Department or office to services under another Department or office. The Attorney-General had decided that the restrictions in the legislative, executive, and judicial appropriation bill approved June 22, 1906, which provided for a period of three years' service before transfer, were applicable only to transfers between two Executive Departments at Washington, D. C. The Commission believed that the reasons for this provision of the law were equally applicable to transfers among the Departments and independent bureaus and positions in the field. The rule, however, leaves with the Commission the power of waiving the three-year limitation when the interests of the service so require.

POLITICAL ACTIVITY.

June 15, 1907.

The amendment to civil-service Rule I, signed by the President June 3, 1907, is hereby amended to read as follows:

Section 1 of Rule I of the civil-service rules is hereby amended to read as follows:

No person in the Executive civil service shall use his official authority or influence for the purpose of interfering with an election or affecting the result thereof. Persons who, by the provisions of these rules are in the competitive classified service, while retaining the right to vote as they please and to express privately their opinions on all political subjects, shall take no active part in political management or in political campaigns.

An explanation of the reasons for this amendment is given at pages 7–10, *ante*.

TRANSFER.

September 23, 1907.

Civil-service Rule X, section 8, clause (*a*) is hereby amended to read as follows: * * *

(*a*) He must have served three years in or under the Department or independent office from which transfer is proposed; but the Commission may waive this requirement when it deems such action necessary in the interests of the service, in cases of transfer other than from one Executive Department to another at Washington, D. C. In any case, he must have received absolute appointment and have actually served at least six months next preceding the transfer; but the Commission may waive this latter requirement where the person has been separated within a year from a competitive position after six

months' service therein, upon the certificate of the proper officer that the separation was caused by a necessary reduction of force and not by inefficiency, and may allow transfer to any other Department or office upon his passing an examination prescribed by the Commission testing his efficiency for the position to which his transfer is proposed, subject to the other provisions of this rule.

The effect of this amendment to the rules was to provide that the Commission might waive the requirement of six months' service preceding transfer in meritorious cases. The reason for this was that in a large number of cases persons had been separated from the Government Printing Office and from the Bureau of Pensions through no fault of their own, but because of the necessary reduction of force. There was a need for such employees in some of the other Departments, but because they had already been separated from the service they could not be transferred under the old rule until they had been reinstated and served a period of six months after reinstatement.

NONCOMPETITIVE EXAMINATIONS FOR INDIANS.

February 15, 1908.

Section 2 of Rule III is hereby amended by adding after the words "industrial teachers" the words "and in the Office of Indian Affairs in the messenger service."

As amended the section will read:

2. Where, in its opinion, the conditions of good administration warrant, the Commission may give noncompetitive examinations to test fitness for (*a*) transfer, reinstatement, or promotion; (*b*) appointment of Indians in the Indian service at large as superintendents, teachers, manual-training teachers, kindergartners, physicians, matrons, clerks, seamstresses, farmers, and industrial teachers, and in the Office of Indian Affairs in the messenger service, which examinations shall consist of the same tests of fitness as those applied to other persons seeking appointment through competitive examinations; (*c*) the appointment of the wife of the superintendent of an Indian school as teacher or matron therein; (*d*) employment as inspector of safety appliances by the Interstate Commerce Commission.

Prior to this order the rules provided for the appointment of Indians on noncompetitive examination in certain positions in the Indian field service, but there was no provision for their appointment by this method in the Office of Indian Affairs at Washington, D. C.

CERTIFICATION.

January 27, 1908.

(For this order see page 67 of this volume.)

Rule VII, in regard to certification, was entirely rewritten under date of January 27, 1908. The changes embodied in this order were the provision to authorize the Commission to issue a blanket certificate containing the names of sufficient eligibles to fill several vacancies when a requisition for a number of vacancies was made at one time instead of issuing separate certificates for each vacancy, but preserving the exact rights of each applicant for consideration in groups of three; and the provision that an eligible who had been three times considered might subsequently be selected, subject to the approval of the Commission, if the condition of the register had not changed so as to place him in other respects beyond the reach of certification.

TEMPORARY APPOINTMENT.

January 27, 1908.

(For this order see page 71 of this volume.)

Under date of January 27, 1908, the President amended civil-service Rule VIII in regard to temporary appointments. The rule governing temporary appointments was entirely rewritten at the time of its amendment. The principal

change was in regard to temporary appointments pending the filling of a permanent position. Under the old rule the Department had general authority by the terms of the rule to make such appointments for a period not to exceed thirty days. Under the rule as amended the prior authority of the Commission must be secured in each case for such appointments. General authority has been given by the Commission for appointments of this kind for various periods in the different services outside of Washington, D. C., but now a specific authorization is required by the Commission for each such appointment in Washington, D. C. It was found by experience that a larger number of appointments of this nature made in Washington, D. C., were unnecessary, and the Departments have been somewhat relieved of the importunities of the applicants for temporary appointment. The provision of the rule in regard to temporary job appointments was amended to enable the Commission to authorize the extension of such appointments beyond six months for the completion of a job of work for which the person was appointed when in its opinion such an extension was advisable.

ORDERS AMENDING SCHEDULE A.

NAVIGATING POSITIONS—TORPEDO PLANTERS.

May 10, 1907.

Section 7 of Subdivision III of Schedule A of the civil-service rules which reads "all firemen employed on torpedo planters" is hereby stricken out and the following substituted therein:

7. All navigating positions on the torpedo and mine planters of the Quartermaster's Department at large.

Firemen on these vessels had been previously excepted, and it appeared that the interests of the service would be advanced by the exception of the other positions, as the qualifications for employment on torpedo mine planters differ from those required in corresponding positions on other vessels, and the frequent sailing of the vessels and the fact that they do not sail between fixed points rendered it difficult to make appointments under the civil-service rules, and in the absence of eligibles made it very difficult to secure persons who would accept temporary appointment.

CLERKS—POST-OFFICE SERVICE.

June 8, 1907.

Schedule A, of classified positions excepted from examination under Rule II, section 3, is hereby amended by the addition to Subdivision V, relating to the Post-Office Department, the following paragraphs:

7. Clerks in charge of contract stations, appropriated for as such and so reported.

8. Clerks in charge of stations, whose compensation does not exceed $500 per annum. Persons now employed or hereafter appointed within the limits of this exception may be promoted but may not be transferred or assigned to any other position which is competitive.

It had been the practice of the Post-Office Department to regard clerks in charge of contract stations and clerks in charge of stations at post-offices as excepted from the requirements of examination. Many of these clerks at the time of appointment were given a limited sum to include salary and maintenance of station. In many cases the allowances for salary and maintenance were

ated and the Department regarded this action as bringing the position

and its incumbent into the classified service. In certain cases this was done so soon after appointment as to require explanation. After such action by the Department the persons were sometimes transferred to the regular clerk-hire roll of the post-office service. For these reasons it was deemed advisable to have an amendment to Schedule A, fixing definitely the status of station clerks. The amendment met with the approval of the Post-Office Department.

PUBLIC HEALTH AND MARINE-HOSPITAL SERVICE.

June 24, 1907.

Schedule A, Subdivision II, relating to the Treasury Department, paragraph 9, is hereby amended to read:

9. Any persons employed in the Public Health and Marine-Hospital Service as quarantine attendants at stations at which, in the opinion of the Commission, the establishment of registers is impracticable; and any person employed as quarantine attendant, or acting assistant surgeon, or sanitary inspector, on quarantine vessels, or in camps or stations established for quarantine purposes during epidemics of contagious diseases, for temporary duty in the United States or elsewhere in preventing the introduction or spread of contagious or infectious diseases.

It has been found impracticable to apply competitive tests for the appointment of quarantine attendants at some of the stations of the Public Health and Marine-Hospital Service, owing to the isolation of the stations and the difficulty of communicating with the mainland which made necessary the employment of attendants from crews of vessels touching at these stations. The persons who can be obtained can not readily procure references and usually there is no notary public before whom they can make affidavits of their statements. Moreover the positions are so undesirable that the applicants are unwilling to go to the trouble of executing their applications to conform with the requirements of the rules. For this reason attendants at a number of stations were already excepted from examination and the change in the rules permitted the extension of the exceptions necessary.

DRIVERS OF CARRIAGES.

November 20, 1907.

One driver of carriage, each, for the personal use of the President, the head of any Executive Department, the Secretary to the President, and such other drivers of carriages as may from time to time be authorized by competent authority, may be appointed without reference to the civil-service rules or the labor regulations.

This amendment was made because it was believed that the selection and control of a man whose duty is of such personal character should be left to the discretion of the officer for whom his services are rendered.

The Commission has decided that the reasons advanced for this order apply with equal force to chauffeurs, and that under a fair interpretation of the order the position of chauffeur should be regarded as that of a driver of a carriage.

SHIPPING COMMISSIONERS.

January 13, 1908.

Schedule A of classified positions excepted from examination under Rule II, clause 3, is hereby amended by adding to Subdivision IX, relating to the Department of Commerce and Labor, the following paragraph:

2. Shipping commissioners whose compensation for the fiscal year ending June 30, 1907, was, as shown by the records in the Department of Commerce and Labor, $2,500 or over.

This order was made as in the opinion of the President it was not practicable as a rule to promote clerks to shipping commissioners at the more important offices.

MINT AND ASSAY SERVICE.

February 4, 1908.

Schedule A, Subdivision II, paragraphs 6 and 7 of the civil-service rules, are hereby revoked and a new paragraph, to be numbered 6, is inserted, to read as follows, the subsequent paragraphs to be renumbered accordingly:

6. One private secretary or confidential clerk to the superintendent, and one cashier in each mint or assay office.

The positions of private secretary to the superintendent, chief clerk, cashier, weigh clerk, assistant melter and refiner, and assistant coiner in the mint service were, prior to the issuance of this order, excepted from examination under Schedule A. The former Director of the Mint and the present Director of the Mint recommended to the Secretary of the Treasury, who approved their recommendation, that all these positions, except that of private secretary to the superintendent, should be put in the competitive class. The Commission held, however, that the position of cashier should still remain excepted, but was in favor of taking the other positions out of the excepted class.

March 17, 1908.

Schedule A, Subdivision III, of positions excepted from examination under the civil-service rules, is hereby amended by the addition of the following new paragraph, to be numbered "10:"

10. Care takers of abandoned military reservations or of abandoned or unoccupied military posts, when the positions are filled by retired noncommissioned officers or enlisted men.

Upon the evacuation of a military post by troops large quantities of military stores and supplies are left which must be guarded and cared for until they can properly be disposed of. It was found that the work could be better performed by men who had a knowledge of such stores secured through actual military service. It was considered advisable to select for such care taking retired noncommissioned officers or enlisted men, or those who had had creditable military service and were particularly fitted for the duties.

SPECIAL AGENTS—INTERSTATE COMMERCE COMMISSION.

April 21, 1908.

The civil-service rules are hereby amended by adding to Schedule A the following section:

X.—INTERSTATE COMMERCE COMMISSION.

1. Not exceeding 20 special agents under the division of prosecutions, subject to such evidence of qualification as the Civil Service Commission may prescribe after consultation with the Interstate Commerce Commission: *Provided*, That should the Civil Service Commission at any time have reason to believe that the privilege afforded by this section is abused, it may revoke it.

After consultation by the members of the Civil Service Commission and the members of the Interstate Commerce Commission it was decided that the interests of the service required the exception of special agents under the division of prosecution of the Interstate Commerce Commission from the requirements of competitive examination. The duties of special agents are confidential, requiring men not only with ability as detectives, but men of tact, address, good judgment, and strict integrity. It was therefore decided to recommend to the Presi-

dent that not more than 20 special agents at one time might be employed without the requirement of competitive examination on the filing of evidence of qualifications with the Civil Service Commission.

ORDERS AFFECTING UNCLASSIFIED LABORERS.

CERTIFICATION OUTSIDE WASHINGTON, D. C.

November 22, 1907.

The regulations governing the employment of unskilled laborers in Federal offices outside of Washington, D. C., promulgated December 12, 1904, are hereby amended by the addition of the following clause to Regulation IV, section 1, paragraph (*a*):

The Commission may, however, in any civil-service district, certify from its register the three standing highest thereon shown by said register to possess the requisite qualifications for the position to be filled.

As amended, paragraph (*a*) referred to will read:

(*a*) The nominating or appointing officer shall request the certification of eligibles, specifying sex and principal duties of the position, and the board shall certify from the proper register the three names at the head thereof, of the sex specified, which may not have been certified three times to the office in which the vacancy exists. The Commission may, however, in any civil-service district, certify from its register the three standing highest thereon shown by said register to possess the requisite qualifications for the position to be filled.

It was found that when an unskilled laborer was desired to do work of a particular kind, such as that to be performed on board a vessel in the Immigration Service or the Quartermaster's Department, it was desirable to certify an eligible who had experience along such lines rather than one whose experience had been limited to some other lines, as work with a pick and shovel. In order that there might be no doubt of the authority to recognize legitimate demands for specific qualifications in certifying unskilled laborers, this amendment to the regulations was secured.

MISCELLANEOUS ORDERS.

PROMOTION—CLASSIFIED LABORERS.

August 28, 1907.

That part of the Executive order of February 24, 1906, which provides that no laborer classified thereunder shall receive increase of pay or be promoted or transferred without examination by the Commission is hereby amended to read as follows:

No laborer thus classified shall be promoted in grade or transferred without examination by the Commission; nor shall any laborer be increased in pay beyond the usual and ordinary pay of the position and duties such laborer customarily fills and discharges.

The provision which was amended was believed to be too restrictive, as the pay of laborers ranges from $480 to $840 or more per annum. There is nothing to prevent the Department from increasing the pay of unclassified laborers in the field service according to fitness and efficiency. The classification with the restriction heretofore imposed therefore worked to the detriment of the laborer and imposed a needless restriction in all cases where laborers have earned an increase of compensation and were to be promoted without essential change in duties. The amendment was proposed in order to allow the increase of pay

within the grade of classified laborer and at the same time prevent the promotion to a grade above that of classified laborer without examination.

ASSISTANCE TO PORTO RICAN CIVIL SERVICE COMMISSION.

September 27, 1907.

The United States Civil Service Commission is directed to render such assistance as may be practicable to the Porto Rican civil service commission, created under the insular legislative act of March 14, 1907, and officers and employees in the Federal service in Porto Rico shall facilitate the holding of examinations and other work of the Porto Rican civil service commission and render such other assistance as may be practicable. The United States Civil Service Commission may, in its discretion, authorize the transfer of employees from the civil service of Porto Rico to that of the United States, subject to the limitations respecting transfer within the Federal civil service.

This order is similar to that signed by President McKinley on November 20, 1900, in regard to the Philippine service.

WAIVER OF EXAMINATION IN PROMOTION OR TRANSFER.

November 22, 1907.

When transfers or promotions are properly applied for and are otherwise permissible, the Civil Service Commission is hereby authorized, in its discretion, looking to the good of the public service only, to waive requirements for examination and to substitute for such examination so waived such other tests of fitness and capacity as the Commission may decide.

In each case where such waiver is made the reasons therefor shall be stated at length by the Commission and made matter of record in its minutes.

This order was recommended by the Commission for the reason that it was believed that the service would be benefited if the discretion of waiving examinations in certain cases of transfer or promotion, where such examinations would ordinarily be required by the rules, should be placed in the hands of the Commission.

CIVIL SERVICE COMMISSION TO AID IN EXAMINATIONS FOR DESIGNATION FOR APPOINTMENT TO THE UNITED STATES MILITARY AND NAVAL ACADEMIES.

December 17, 1907.

Upon the request of any Member of Congress the United States Civil Service Commission shall aid in testing the qualifications of applicants for designation for appointment in the United States Military or Naval academies, so far as this may be done without thereby adding to the expenses of the Commission.

As the Commission has all the facilities for holding such examinations, practically without additional expense, it was deemed advisable to secure authority from the President for holding such examinations.

RECOMMENDATIONS FOR LEGISLATION.

February 20, 1908.

Hereafter the following procedure shall be strictly observed by officers and employees in the Executive civil service in submitting any recommendations affecting the method of appointment to any position or class of positions now included or which may be included in the classified service under the operation of the civil-service act or rules:

Every recommendation shall be accompanied by a full statement of the reasons therefor, and, if approved by the head of the proper Department or independent bureau, shall be referred to the Civil Service Commission, which body shall submit a report thereon to the President.

No recommendation of the character mentioned shall be submitted by any officer or employee, directly or indirectly, to Congress or to any committee or Member of Congress, except in the manner herein provided, unless such recommendation shall be called for from such officer or employee by the Senate, the *House of Representatives*, or the Congress.

The purpose of this order was to prevent subordinate officials of the Departments from attempting by subterranean methods to alter the laws, change the powers or duties of the Commission, or to neutralize the orders of the President in regard to the method of appointment to any position or class of positions. The civil-service act provides that the President shall make any necessary exceptions from the provisions of that act requiring open competitive examinations, and any legislation which limits his discretion in that direction is in effect a curtailment of the discretion vested in him by the act. In a number of instances clauses have been inserted in appropriation bills excepting certain positions from the provisions of the act and rules, at the instance or suggestion of subordinate officials of the Department. Under this practice the Commission was given no opportunity to report to the President on any proposition to withdraw any position from the classified service before officials in the Department submitted to committees of Congress suggestions of such a nature. The result of the system was that positions of a certain kind in one office would be excepted from examination while positions of a similar nature in another office would be subject to the provisions of the rules. Under the above order, unless called for by Congress, no recommendation of such character can be made without the approval of the head of the proper Department or independent bureau, and the Civil Service Commission is given an opportunity to report thereon.

ORDERS AFFECTING CLASSIFICATIONS.

POST-OFFICE SERVICE.

March 14, 1907.

Section 7 of Rule II of the civil-service rules is hereby amended to read as follows:

On the date of the establishment of the free-delivery system in any post-office these rules shall apply to its officers and employees in the same manner as they apply to those in existing free-delivery offices, and the Postmaster-General shall promptly notify the Commission of all orders for such establishment: *Provided, however*, That, without the express consent of the Commission, no officer or employee in any such post-office shall be classified under the terms of this section if he has been appointed within less than sixty days of the establishment of the free-delivery system therein: *And provided further*, That appointments in such office after an eligible register has been established shall be made by regular selection from the register.

The reasons for this amendment are explained at page 13, *ante*.

LABORERS—CUSTOMS SERVICE.

May 10, 1907.

As it appears from an investigation by the Treasury Department that it is not possible to arrange the work in the customs service at Boston so that any portion of the laborers' force may be wholly employed in either classified or unclassified duties, it is ordered, in accordance with the recommendation of the Treasury Department, that the 33 laborers constituting the laborers' force of the collector's office be classified with their positions and be subject to the civil-service rules.

Whenever similar conditions are found to exist in any portion of the service the laborers therein may be similarly classified by the head of the Department, with the approval of the Civil Service Commission.

This order was designed to meet the situation which had resulted in the Boston custom-house and the desire of the Treasury Department that laborers be classified in the mint service. The order was made broad enough to permit the classification of laborers in any other part of the service when such action appeared desirable or necessary.

TECHNOLOGIC BRANCH—GEOLOGICAL SURVEY.

December 7, 1907.

The persons named in the list of employees of the technologic branch of the Geological Survey, submitted to the Civil Service Commission by the Interior Department under date of November 22, 1907, may be given all the rights which they would have acquired if appointed thereto upon examination under the civil-service rules except that they shall not be transferred to positions outside of that branch.

It appeared during the spring of 1906 that a large number of persons were employed irregularly under the Geological Survey. These employments had never been reported to the Commission. An effort was made by the Commission to obtain a complete list of such employees with a statement of the duties of the positions and the probable period for which these positions would continue, in order that steps might be taken for filling permanent positions through competitive examination. The Department forwarded to the Commission on May 1, 1907, a list of 170 such employees with a request that they be brought into the competitive service by Executive order. The Commission refused to recommend such an order and called on the Department for a full statement of the duties of these employees, together with the reason for their appointment without regard to the provisions of the civil-service rules. The Department's reply under date of May 25 was the first official information the Commission had in regard to the duties of these employees. The Department stated that appointments had been made without examination as the service had first been organized only for a temporary period in connection with the St. Louis Exposition; but, after frequent extensions of this period, had been placed upon a permanent basis by Congress, and that the number of technological experts who were able to perform the work required was limited, and the Department was compelled to avail itself of the services of those that it could secure. With regard to these reasons it may be stated that the civil-service law prescribes the method of filling such positions, and has not left the method of selection within the discretion of the officers of the Department, and that technical positions of equally high grade are filled almost daily in the Department of Agriculture, and other departments through competitive examination. After a thorough investigation to determine the actual duties performed by the persons whose names were submitted in the list, during which the number of such persons was materially reduced by the Department withdrawing their names, the Commission, on November 14, addressed a letter to the President giving the history of the case, and stating that the following reasons for the classification might be given in view of the whole situation: "First, the present force was believed to be well adapted to the work to be done; second, great inconvenience would probably be caused by reason of disbanding the existing force and choosing new men *ab initio* by civil-service practices; and third, the officials now in charge of the bureau earnestly declare that they were, until within a comparatively short time, in ignorance of their obligations under the civil-service law, and because, finally, they pledge themselves most emphatically to its full observance in the future."

The Commission did not recommend the classification, but stated that in view of all the facts, as it did not desire to embarrass the service, it would submit an order for such classification without objection. The President replied under date of November 16, stating that he would classify the employees of the technologic branch, but that the Geological Survey must see that the civil-service regulations were fully complied with in the future.

QUARTERMASTER'S DEPARTMENT—HONOLULU, HAWAII.

June 26, 1907.

All positions in the civil service of the Quartermaster's Department at Honolulu, except those filled by persons employed merely as skilled or unskilled laborers, and by persons appointed by the President, will be treated as classified under the civil-service rules. The present occupants of these positions, who have been specially commended for retention by their chiefs with the approval of the Secretary of War, and whose names appear on the list furnished the United States Civil Service Commission, may be retained, and after three years' service in such positions shall be eligible for transfer to competitive positions in the United States, subject to the civil-service rules and regulations.

Conditions in Honolulu appeared to be similar to those which previously existed in the Philippines where the positions, although classified according to the definitions contained in the civil-service rules, had been filled without regard to the rules. An Executive order of March 1, 1904, provided for the retention with classified status of those employees who were recommended as satisfactory and efficient. Although there were but two employees in Honolulu whose status would be affected by the change it was believed that a general order would be preferable to one classifying these employees by name.

INDIAN IRRIGATION SERVICE.

January 8, 1908.

The 15 persons employed under irrigation engineers in the Indian service, carried on the rolls of the disbursing officer as irregular employees outside the classified service, of which a list has been furnished the Civil Service Commission by the Secretary of the Interior, may be continued as a temporary expedient until other arrangements can be made; but no addition shall be made to this force of employees, except in accordance with the civil-service rules; nor shall the present employees be transferred to positions outside this force.

The persons referred to in this order were employed mostly as engineers, draftsmen, rodmen, chainmen, and transitmen, and had been appointed without compliance with the civil-service rules. It was deemed best to continue them as a temporary expedient under the restrictions mentioned in the order.

EMPLOYEES OF UNION AGENCY.

January 8, 1908.

The 126 employees of the Union Agency, of which a list has been furnished the Civil Service Commission by the Secretary of the Interior, and who are carried in the agent's accounts as irregular labor outside the classified service, may be continued without examination under the civil-service rules as a temporary expedient in view of the impossibility of dispensing with or changing the present force. No addition shall, however, be made to the force, except in accordance with the civil-service rules; nor shall the present employees be transferred to positions outside of that agency.

These employees were appointed without examination from time to time, and in the judgment of the Commission and the Secretary of the Interior should have been appointed in accordance with the rules. The matter was considered by the Commission and the Interior Department and it was considered impossible to change or dispense with the present force, and the retention of the employees with the limitations mentioned in the order was considered advisable.

EXECUTIVE ORDERS EXCEPTING PERSONS NAMED FROM THE REQUIREMENTS OF THE RULES.

In July, 1907, in transmitting to the Commission a copy of an Executive order authorizing an appointment to the competitive service without examination, the President stated that he felt very strongly that it was desirable that occasional exceptions should be made in order that there should be no improper rigidity nor ossification of the system; but that he was well aware of the danger that these exceptions might become so numerous as to become undesirable precedents, and he thought that a full record should be kept and published of the reasons that justified the exceptions in any particular case. He stated that the utmost care must be taken to see that no political pressure availed to secure an exception and that exceptions were made only for ample reasons; that the record must be set forth so clearly as to show the facts in order that the absence of political or other improper influence might be apparent, as the effect was sometimes almost as bad to allow a deed to get a bad reputation as it was to do something wrong. He requested that the Commission suggest some plan whereby an elaborate statement of the reasons would appear in the case of each exception.

The Commission suggested that this matter could be accomplished by having the drafts of all orders prepared at the office of the Commission and by the President submitting to the Commission in each case prior to the preparation of the draft of an order a full statement of the reasons on which the action was based. The President approved this plan and stated that he wished the statement of reasons to be so complete as to satisfy every reasonable inquiry, and that if in any case he failed to submit to the Commission with a request for an order a full statement of the reasons, the Commission point out the omission to him so that it might be remedied.

February 6, 1907.

Mr. Norman Oswell Cully may be appointed as messenger to the superintendent of the Naval Academy without examination under the civil-service rules.

The superintendent of the United States Naval Academy stated that Mr. Cully was the only man of whom he knew who could satisfactorily replace the messenger to the superintendent. Mr. Cully had been employed at the Naval Academy for about eleven years as midshipman barber and knew practically everybody in Annapolis and every person connected with the Naval Academy and also the different customs, a knowledge of which was practically necessary for the proper performance of the duties of the position. The matter was presented to the Commission by Rear-Admiral Sands, who referred it to the President, with the recommendation that Mr. Cully be appointed by Executive order.

February 8, 1907.

Miss Elizabeth M. Leech may be appointed to a clerical position in the classified civil service without compliance with the civil-service rules.

The Commission was not informed of the reasons for the promulgation of this order.

February 15, 1907.

Miss Mazie R. Fountaine, formerly a clerk in the Smithsonian Institution, may be reinstated as a clerk in the Treasury Department without compliance with the civil-service rules.

[1]ss Fountaine was appointed in the Bureau of International Exchange, sonian Institution, July 7, 1891. She was given leave of absence July , *and subsequently* furloughed because of ill health. In 1896 a number

of persons employed in the Smithsonian Institution, who were on leave or on furlough, were classified by Executive order. Miss Fountaine's name, however, was omitted from this list. Her mother was the wife of a confederate officer who died after the civil war, leaving her with a large family, which she reared on the income of her salary as a departmental clerk. The mother's advanced years made it necessary for her to retire from the service. Secretary Shaw desired the services of Miss Fountaine in the Treasury Department and felt so strongly that the case was one worthy of Executive action that an order permitting her employment was signed by the President.

February 13, 1907.

Mrs. George H. Hildreth may be appointed to a clerical position in the Bureau of Pensions without examination under the civil-service rules.

February 16, 1907.

Mrs. George H. Hildreth may be appointed to a clerical position in the classified service without examination under the civil-service rules.

The Executive order of February 13, permitting Mrs. Hildreth's appointment in the Bureau of Pensions is revoked.

It appeared that Mrs. Hildreth's husband had been employed for some time in the executive civil service and had been incapacitated by an injury received while in the service. Mrs. Hildreth had been employed for about eight months in 1888 in the Money-Order Division of the Treasury Department as a substitute clerk at a time when substitute service was permitted in the Departments at Washington. She had recently served a thirty-day emergency appointment in the office of the Auditor for the Navy Department and had rendered satisfactory service. She is strong and able-bodied and it appeared that she performed the duties of a clerk in a satisfactory manner. An order was first made allowing her appointment in the Pension Office, but as a gradual reduction of force was going on in that office the order was amended permitting her employment anywhere in the classified service.

February 19, 1907.

Mr. W. H. Teepe, of Maryland, who is now serving as a tabulator in connection with the weighing of mails in the Post-Office Department, may be appointed to a clerical position on the permanent roll of that Department.

Mr. Teepe had been temporarily employed for a number of years under the practice of the Post-Office Department to employ such assistants as were necessary in connection with the periodical weighing of the mails. These appointments were made without certification and were not reported to the Commission until the provision of the Executive order of November 29, 1904, which forbade the employment of a person, except in accordance with the provision of the civil-service rules, unless it had been clearly determined that an examination was not necessary, was brought to the Department's attention by a letter dated January 13, 1905, in regard to the appointment of unskilled laborers. The Department then requested authority to appoint Mr. Teepe temporarily on several occasions, as by reason of his experience and ability he had developed unusual skill in the tabulation of mail weighing. As the Commission objected to constant temporary appointments because of the experience gained while serving as a temporary not authorized by the rules, a request for Mr. Teepe's appointment through Executive order was submitted to the President by the Department.

February 19, 1907.

Mr. Robert L. Slagle, of Tennessee, who is now serving as an assistant messenger in the Post-Office Department, may be appointed to a clerical position on the permanent roll of that Department.

The Commission was not informed of the reasons for t
order.

February 20, 1907.

Mr. James H. Adams, who was appointed in the classified service of the Treasury Department through examination and served with slight interruptions from December 12, 1892, to February 23, 1904, may be reinstated in the classified service without regard to the provisions of the civil-service rules.

As a result of this order, Mr. Adams was appointed as a clerk in the Isthmian Canal Service for duty in the Canal Zone at a salary of $100 per month.

The Commission was not informed of the reasons for the promulgation of this order.

February 20, 1907.

Mr. Gilman B. Howe may be appointed as clerk in the Bureau of the Census without compliance with the civil-service rules.

This order was submitted to the President upon the request of the Secretary to the President, who inclosed with his communication letters from Senator Crane in regard to Mr. Howe's case. These inclosures were returned with the draft of the order, which was submitted as requested.

February 21, 1907.

Mr. Frank O'Neill may be reinstated to the position of stock examiner in the Department of Agriculture without regard to the one-year limitation of civil-service Rule IX.

Mr. O'Neill was employed from 1895 to 1905 as a stock examiner at the National Stock Yards, Chicago, Ill. In November, 1905, he resigned because of ill health. In December, 1906, he made application for reinstatement, but was barred by the one-year limitation under the rule. His failure to apply for reinstatement during his period of eligibility was due to a misunderstanding in regard to the time limit. As he had been a faithful employee during the period he served and the Department again desired to utilize his services, an order permitting his reinstatement was signed by the President.

February 21, 1907.

Mr. John E. Kidwell, accountant (pay clerk), at $2,200 per annum, in the Isthmian Service, may be transferred to a classified clerical position in the United States.

The Commission was not advised of the reasons for the promulgation of this order.

March 4, 1907.

Mrs. Lillie L. Wright, formerly a clerk in the Patent Office, may be reinstated without regard to the length of time she has been separated from the service.

Mrs. Wright was appointed February 3, 1891, as a copyist in the Patent Office at $720 per annum as a result of the copyist examination. On July 1, 1898, she was promoted to $900 per annum, and on July 3, 1903, resigned from the service. The Secretary of the Interior and the chief clerk of the Patent Office both desired her reappointment.

March 5, 1907.

George W. Pitts may be appointed a clerk in the Treasury Department without compliance with the civil-service rules.

Mr. Pitts entered the Government service in 1885 as an assistant messenger, and from that date until his resignation in July, 1904, faithfully served in the Treasury Department and in the Department of Commerce and Labor. On March 25, 1905, he was reinstated in the Department of Commerce and Labor by Executive order, appointed a messenger in the Post-Office Department without reference to civil-service Rule X, section 8, requiring a service of six months next preceding the transfer.

The duties to be performed by Mr. Pitts in the immediate office of the Secretary of the Treasury are of a confidential nature, and require a man having good judgment, tact, and a wide knowledge of public men. For these reasons the President issued the order.

March 5, 1907.

James G. Massey, of Maryland, may be appointed to a clerical position in the Department of the Interior without reference to civil-service rules.

Mr. Massey was appointed to a clerkship in the Department of Commerce and Labor in October, 1905, and in that Department was employed on work under the immediate direction of Commissioner James R. Garfield, at that time Commissioner of Corporations. This work was of a more or less confidential nature. Mr. Garfield, as Secretary of the Interior, desired Mr. Massey's services in the Interior Department, but he was not eligible for transfer by reason of the three-year limitation imposed by statute. He therefore resigned his position in the Department of Commerce and Labor and was appointed in the Interior Department upon the order of the President.

March 7, 1907.

Mr. John C. Eversman, sr., a special examiner in the Pension Office, may be appointed or transferred to a competitive position in that office.

Mr. Eversman was appointed as a special examiner in the Pension Office under Schedule A of the civil-service rules, which excepts from the requirement of examination five pension examiners to investigate fraudulent and other pension claims of a criminal nature. The Commissioner of Pensions desired to have Mr. Eversman covered into the classified service, and the Executive order allowing this was signed by the President.

March 8, 1907.

Mr. P. J. Hughes, who was separated from the Isthmian Canal Service on account of ill health and whose case is regarded by the Isthmian Canal Commission as particularly meritorious and deserving, may be reinstated and transferred as a clerk to the War Department or one of its field branches.

Mr. Hughes was selected on March 16, 1905, for appointment as clerk at $75 per month on the Isthmus of Panama through the clerk examination, and was discharged on April 27, 1906, from the position of clerk at $100 per month, the condition of his health making such action necessary. His accumulated leave of absence was granted him and arrangements made for the payment of his salary in the United States while on leave, such adjustment at that time being only authorized in exceptional and meritorious cases. The chief, office of administration, stated that he thought Mr. Hughes's case was deserving of special consideration.

March 8, 1907.

Mr. C. F. House may be appointed as clerk at $1,000 per annum, Naval Training Station, Great Lakes, North Chicago, Ill., without compliance with the civil-service rules.

The Navy Department had endeavored to fill this vacancy through certification for a period extending over five months, but had been unable to do so owing to the repeated declinations of the eligibles certified. The situation is isolated and the cost of living in the immediate vicinity is high, and it therefore seemed impracticable to make an appointment through certification. Mr. House was formerly an enlisted man and a competent employee and was willing to accept the position.

March 15, 1907.

Dr. A. Brown may be appointed in the Department of Agriculture without examination on account of his special ability along the line of work in execution of the pure-food and drugs law.

This order was signed by the President upon the request of Secretary Wilson, of the Department of Agriculture. The reasons for Secretary Wilson's action are set forth in the following letter to the President:

We are preparing to execute the pure-food and drugs law, and the Civil Service Commission, by examination, is securing for us the necessary officials. I would like to have Dr. A. Brown, of Letts, Iowa, appointed by you, on account of his special ability along the lines of work required in the execution of that law.

He belongs to a large class of men of special ability who are reluctant to take examinations. I am in entire accord with the Civil Service Commission and fully approve of their supervision over entrance to the Government service. But there are exceptions to this rule, as there are to most others, and after ten years' experience in the Government service I think the President might make occasional exceptions where they will result in giving the Government the services of high-class officials who can not be obtained in any other way. I would not, however, regard it as safe to give this power to any other officer of the Government.

I may add that there have been a good many men brought into the service of this Department without examination on account of their experience and peculiar ability in certain lines. The Department has been growing rapidly, and it was necessary quite often to do this in order that we might get men qualified to carry on our work. The tendency has been to limit the bringing in of such exceptional men, and I have been more and more turning to the Civil Service Commission to find me the officials I require. My mind is to pursue that course in the future. But there are and will be occasions where men peculiarly fitted for certain kinds of work should be put in by you. I think it would probably strengthen the service if several were put in for this new line of work, but this one is all that I shall ask.

March 15, 1907.

Mr. R. H. Mitchell may be appointed as a watchman without examination in the Department of the Interior.

On August 12, 1882, prior to the passage of the civil-service act, Mr. Mitchell was appointed as a clerk in the office of The Adjutant-General, War Department. Mr. Mitchell was discharged November 12, 1887. He was subsequently employed for fifteen years as usher and ticket examiner at the Pennsylvania Railroad station. He was strongly indorsed by a number of prominent officials and by residents of Washington who knew him in a business capacity. He was also strongly indorsed by the station master of the Pennsylvania Railroad.

March 18, 1907.

Mr. Charles P. Galpin, a messenger in the Pension Office, may be appointed to a clerical position in that office without examination.

This order was signed by the President upon the recommendation of the Commissioner of Pensions.

March 19, 1907.

Frederick M. Kerby, of the District of Columbia, may be appointed to a clerical position in the Department of the Interior, without reference to civil-service rules.

Mr. Kerby was appointed to a clerkship in the Bureau of Corporations February, 1906, and was employed upon work of a more or less confidential nature under the immediate supervision of Commissioner Garfield. As Secretary of the Interior Mr. Garfield desired his services. As the statute requiring three years' service in one Department before transfer to another prevented

Mr. Kerby's transfer, he resigned from the Department of Commerce and Labor and was appointed in the Interior Department upon Executive order.

March 19, 1907.

Harlan Updegraff, of Iowa, may be appointed Alaskan assistant under the Bureau of Education without reference to civil-service rules.

Mr. Updegraff had had valuable and very successful experience as teacher and superintendent of schools in the States of Iowa and Maryland, and it was desired to utilize his services as an assistant to the Commissioner of Education in the reorganization of the work of the Alaska division. At the time of his appointment he was a graduate student of Columbia University and a candidate for the degree of doctor of philosophy. He was highly recommended by President Nicholas Murray Butler and Dean James E. Russell, of Columbia University.

March 23, 1907.

Mr. Mahlon Pursel may be reinstated as a clerk in the Adjutant-General's Office, War Department, without reference to the time limit of eligibility for reinstatement under the civil-service rules.

The Commission was not informed of the reasons for the promulgation of this order.

March 25, 1907.

Mr. F. T. Quinlan may be reinstated as an inspector of furs in the quartermaster's department at Philadelphia, Pa.

Mr. Quinlan was appointed as a laborer November 1, 1900, in the quartermaster's department, Philadelphia, Pa., and under that designation was employed as a fur inspector. He was removed from the service September 16, 1905, because when the inspector questioned him during the course of an investigation of certain frauds discovered in the arsenal, he refused to answer on the ground that his integrity was impugned. The quartermaster stated that Mr. Quinlan was not guilty of any irregularities and circumstances in the case were such as to call for exceptional action in his behalf. Had Mr. Quinlan remained in the service he would have been classified by the Executive order of February 24, 1906.

General Mulholland says: "As a soldier, you will understand my interest in the matter when I tell you that Major Quinlan, who was then a lieutenant in my regiment, at the battle of Fredericksburg saved the colors by his personal heroism."

The Commission recommended the issuance of the Executive order.

March 26, 1907.

Mrs. Theresa S. Aubright may be appointed to a clerical position in the classified civil service without examination.

Mrs. Aubright was the wife of Allison Aubright, who was appointed October 17, 1892, and was classified as a clerk on May 6, 1896, in the engineer department, Jacksonville, Fla. On April 10, 1901, he was made chief clerk in the engineer office at New Orleans, La. On December 7, 1901, he was promoted to $200 per month and died on June 14, 1902, while still in that position.

Mrs. Aubright is well educated and has a knowledge of stenography and typewriting. Before her marriage she twice passed the clerk examination with creditable averages. She has three children dependent on her for support.

March 26, 1907.

Mr. W. P. Armstrong, law clerk at $2,400 per annum in the Isthmian Canal Commission may be transferred to any other competitive position at a salary not exceeding $2,500 per annum without reference to the limitations of the transfer rule.

Mr. Armstrong was appointed on September 19, 1887, as a clerk at $1,200 per annum in the office of the Chief Comptroller through the law-clerk examination. He was promoted through the various classes to chief of division at $2,000, and on July 1, 1904, was appointed auditor for the Isthmian Canal Service at $3,600 per annum, the position being excepted from examination. On May 11, 1905, he was transferred to the position of law clerk at $2,400, Isthmian Canal Service, the latter position being competitive.

Mr. Armstrong was eligible for transfer under the rules, and the order merely had the effect of waiving the usual procedure.

March 29, 1907.

One clerk or examiner for duty as private secretary to the Commissioner of the General Land Office may be appointed without reference to civil-service rules.

The rules except from examination one private secretary—confidential clerk—to each head of bureau appointed by the President if authorized by law. No provision is made by law for a private secretary to the Commissioner of the General Land Office, and the Executive order granted the Commissioner the same privilege in this respect as belongs to other officials in a like position.

March 30, 1907.

Mr. James Bronson Reynolds may be appointed a Chinese inspector in the Immigration Service of the Department of Commerce and Labor without examination under the civil-service rules.

The Secretary of Commerce and Labor recommended that Mr. James Bronson Reynolds, of New York, be appointed in the Immigration Service to make an important investigation, and on this recommendation the necessary exception to the rules was made.

April 3, 1907.

Mr. Jake T. Patrick, a storekeeper-gauger, excepted from examination, in the eighth Kentucky district, Internal-Revenue Service, may be transferred to a competitive position in that district.

Mr. Patrick was appointed division deputy collector, eighth internal-revenue district of Kentucky, September 1, 1890, and retired from the service June 30, 1893. In December, 1891, while making an official trip on horseback for the purpose of organizing a raiding party, he was thrown from his horse, sustaining injuries as a result of which partial paralysis ensued, and he was subsequently, and entirely on account of paralysis, unable to perform the duties of division deputy. He was appointed January 3, 1900, to the excepted position of storekeeper-gauger. It appeared that he was noted for bravery in connection with the raiding and breaking up of illicit distilleries; that his injuries were received while on duty and engaged in an exceedingly dangerous and arduous task. He is 38 years of age and has had an excellent education, having graduated from a commercial course at the Ohio Wesleyan University and having spent two years in a classical course at the Grant University at Athens. His injuries were of such a nature as not to prevent him from performing the duties of the classified position of storekeeper.

April 12, 1907.

Mr. John H. McTeer, now a skilled laborer in the Treasury Department, may be promoted to clerk grade upon passing the clerk examination, which may be taken before the expiration of the required two years' service in a subclerical grade.

The Commission was not advised of the reasons for the promulgation of this order.

April 25, 1907.

Frederick L. Dunlap, of the State of Michigan, may be appointed to the position of associate chemist and member of the food and drug inspection in the classified service of the Department of Agriculture without examination and certification by the Civil Service Commission.

The execution of the food and drugs act required a large additional force of chemists and inspectors to be added to the Bureau of Chemistry of the Department of Agriculture. It became necessary to create a board to find facts with regard to the correct labeling of drugs and food products under the law. In creating this board it was thought wise to bring into the Department a chemist of first-class basic training and high standing in his profession, who, under the authority of the Chief of the Bureau of Chemistry, should take part in original investigation and in the examination and handling of correspondence touching the topics under consideration. After correspondence with the presidents of leading universities, Dr. Frederick L. Dunlap, of the University of Michigan, was selected by the Secretary of Agriculture for the appointment.

April 29, 1907.

Harrison L. Deam, a veteran of the civil war, who has served satisfactorily as a watchman in the Department of the Interior under temporary appointment, may be permanently appointed a watchman without reference to the civil-service rules.

Mr. Deam enlisted as a private on August 12, 1861, and after passing through various grades was mustered out of the service January 10, 1866, as a major. He was temporarily employed for some time in the Interior Department as a watchman and was found to be well qualified for that position. He is 69 years of age, strong, and in good health.

April 30, 1907.

Mr. Nathaniel C. Murray, now a special field agent in the Bureau of Statistics in the Department of Agriculture, may be appointed assistant statistician in the classified service in the Department of Agriculture without compliance with the civil-service rules.

The Secretary of Agriculture recommended the action taken in this case on the ground that Mr. Murray, who was an unclassified agent in the Bureau of Statistics, was thoroughly qualified by training and experience to perform the duties of assistant statistician. It was desired to utilize his services during the absence of the statistician in connection with the Cuban census.

April 30, 1907.

Miss Elsie E. Lower, of the State of Pennsylvania, a student assistant in the Department of Agriculture, may be appointed a clerk and artist in the classified service of the Department of Agriculture without examination and certification by the Civil Service Commission.

Miss Lower was appointed a student assistant in the Department of Agriculture June 29, 1900, at a salary of $300. She is in reality an artist who paints pictures of fruits, flowers, grain, nuts, and other plant life for reproduction in the publications of the Department. She has made a specialty of this kind of work and is very talented in it. She had not the general education and qualifications for passing the examination and therefore could not be promoted above the salary of $300 without an Executive order, and it was thought unfair to continue her at this meager salary in view of the service which she was rendering. She is the daughter of an old soldier and a medal-of-honor man.

April 30, 1907.

Mr. James D. Rowan, jr., of the State of Iowa, and Mr. Charles L. Gooch, of the District of Columbia, now student assistants in the Bureau of Plant Industry in the Department of Agriculture, may each be appointed a gardener in

the Department of Agriculture upon passing a noncompetitive examination by the Civil Service Commission for gardener.

Mr. William Grant, of the State of Iowa, now a student assistant in the office of public roads in the Department of Agriculture, may be appointed a laboratory helper in the Department of Agriculture upon passing a noncompetitive examination by the Civil Service Commission for laboratory helper in the Department of Agriculture.

Mr. Rowan was appointed student assistant in the Bureau of Plant Industry on April 25, 1904, at a salary of $300 per annum, and Mr. Gooch was appointed to a similar position on May 23, 1903. The Secretary of Agriculture wrote to the President stating that these men had been employed in the pathological and physiological greenhouses, where they developed such aptitude in that special line of work that it would be unfortunate for the Department to lose their services and have to train others in their places. He therefore requested authority for their noncompetitive examination as gardeners in order that their salaries might be increased.

Mr. Grant was appointed as a student assistant in the office of public roads February 25, 1904, at a salary of $300 per annum. He has served continuously in the testing and chemical laboratories and has rendered such satisfactory service and evidenced such capacity and aptitude as a laboratory helper as to justify his transfer to a position of that grade.

These three student assistants and Miss Elsie E. Lower, for whose classification an Executive order was promulgated on the same date, constitute the force of student assistants in the Department employed in Washington, and it was stated that it was not intended to appoint any more student assistants for service at Washington, D. C.

May 6, 1907.

Claude I. Parker, of Louisiana, may be appointed librarian for the law library or to a clerical position in the General Land Office.

Mr. Parker was a clerk in the Bureau of Forestry, a law student, and a young man of energy and experience whom the Commissioner of the General Land Office considered well qualified for the position. He could not be transferred by reason of the statutory limitation requiring three years' service in one Department before transfer to another. The action was recommended by the Secretary of the Interior.

May 7, 1907.

Mr. James Powers may be employed in the Bureau of the Census upon experimental work in developing tabulating machinery, as authorized by the act of February 3, 1905, appropriating for executive, legislative, and judicial expenses, without examination under the civil-service rules.

Mr. Powers is a mechanical expert and a graduate of the Technical School of Odessa, Russia. He was employed for a time in a mechanical shop connected with the University of Odessa in making scientific instruments for the physical laboratory. He came to America in 1889 and is now a naturalized citizen. He has been employed by a number of well-known firms in New York City, having had charge of 85 different automatic machines. He has also done experimental work in letter-registering machines, cash registers, typewriters, and adding machines, fine experimental work being his specialty, and he has invented numerous devices. The Director of the Census was anxious to secure his services in connection with the experimental work of developing tabulating machinery in the Bureau of the Census.

May 13, 1907.

Mr. John D. Torrey, who is serving temporarily as a topographic draftsman at $1,500 per annum in the Coast and Geodetic Survey and who served

for twenty years in the Navy Department, may be permanently appointed without reference to the civil-service rules.

Mr. Torrey was for twenty years prior to April, 1906, a draftsman in the Navy Department and was temporarily appointed January 3, 1907, to the position for which his appointment through Executive order was sought. He could not be reinstated and transferred as the rules require that a person to be eligible for transfer must have been in the service for at least six months next preceding. Some difficulty was encountered in securing sufficient eligibles for the position of topographic draftsman and for these reasons Mr. Torrey's appointment was recommended by the Commission.

May 24, 1907.

Mrs. Maude Ward Rockwood may be appointed to a clerical position in the classified service of the War Department without examination under the civil-service rules.

Mrs. Rockwood was the widow of John G. Rockwood, who was appointed a stenographer and typewriter at $1,200 per annum on the war emergency force in the office of the Secretary of War, August 10, 1898. He rose from this position to the position of stenographer and typewriter at $1,600 per annum on the regular force in the office of the Secretary. He died February 7, 1907, leaving a widow and child without means of support. He had proved a most efficient and hard-working clerk and the Secretary of War recommended the appointment of his widow.

May 28, 1907.

Mr. William Phillips, of Massachusetts, may be appointed a clerk of the $900 class in the Department of State without examination under civil-service rules.

Mr. Percival S. Heintzleman, of Pennsylvania, may be appointed a clerk of class 3 in the Department of State without examination under civil-service rules.

The appointment of these men by Executive order was recommended by the Secretary of State for the reasons set forth in a letter to the Commission under date of May 28, which is as follows:

Mr. William Phillips, of Massachusetts, who has been second secretary of legation at Peking since March 15, 1905, was appointed after a thorough examination to test his qualifications. He possesses a special knowledge of Chinese affairs and his services are needed in this Department. For these reasons and because of the fact that the eligible lists of your Commission do not contain the names of men possessing the special qualifications required, I have to request that your Commission recommend to the President that Mr. Phillips be appointed a clerk of the $900 class in the Department of State without being required to take the customary examination therefor.

Mr. Percival S. Heintzleman, of Pennsylvania, was also appointed a student interpreter in China, October 25, 1902, after a thorough examination to test his qualifications, and he has been serving in that capacity and as vice and deputy consul at Dalny since that date. Because of his special knowledge of affairs in the Far East his services are needed in this Department. For the same reasons as set forth above in Mr. Phillips's case I have to request that your Commission recommend to the President the issuance of an Executive order appointing Mr. Heintzleman a clerk of class 3 in the Department of State without being required to take the customary examination.

May 28, 1907.

Mr. Clifford Rose may be appointed as private secretary to the Public Printer without examination under the civil-service rules.

This order was made upon the recommendation of the Public Printer, who stated that he believed that Mr. Rose, who at that time was a newspaper correspondent, possessed the necessary qualifications to fill the position with tact, diplomacy, and credit to the Government Printing Office. He was well known

in Washington, as he had an experience covering about twenty years, and had become familiar with Members of Congress and Government officials generally, and thoroughly understood the conditions in Washington.

June 5, 1907.

Mr. Terence V. Powderly, of Washington, D. C., may be appointed chief of the Division of Information, in the Bureau of Immigration and Naturalization, Department of Commerce and Labor, without examination under the civil-service rules.

This order was issued on the recommendation of the Secretary of Commerce and Labor, who based it on the peculiar fitness of Mr. Powderly for the position by reason of his extensive and intimate acquaintance with the industrial conditions existing throughout the United States and his experience with immigration matters gained from his period of service as Commissioner-General of Immigration.

June 11, 1907.

Mr. Samuel H. Cunningham, who is temporarily employed as a clerk in the Bureau of Animal Industry, Department of Agriculture, as a result of examination, may be permanently appointed without reference to his standing on the eligible register.

Mr. Cunningham was given a temporary appointment in the Bureau of Animal Industry on February 11, 1907, through certification from the Commission's register for departmental clerk. His name was not within reach for permanent appointment to this position, as it stood No. 12 on the register for the State of Pennsylvania, and Pennsylvania was the fortieth State in the order of certification under the apportionment. His name had been reached for temporary appointment because of his local address, since the Commission confines its certifications for temporary appointment as much as possible to eligibles residing in the immediate vicinity of the place of employment in order that there may be no delay in securing their services. The Secretary of Agriculture requested that Mr. Cunningham's appointment be made permanent, stating that he possessed clerical ability above the average, was exceptionally rapid and accurate in recording the reports of meat-inspection work and arriving at the totals, and that in the preparation of summary statements he had been found particularly valuable, being able to accomplish more in a short time than other clerks on the same kind of work. The Secretary stated that in his opinion it was highly improbable that the place could be satisfactorily filled through the usual method of certification.

June 11, 1907.

Mr. George S. Fox, bookkeeper at $1,500 per annum in the Isthmian service, may be transferred to a classified clerical position in the United States.

The Commission is not informed of the reasons for the promulgation of this order. This order was revoked August 3, 1907.

June 11, 1907.

It is hereby ordered, That Miss Mattie R. Tyler be appointed a clerk at $800 per annum in the post-office at Norfolk, Va., and that in her case the usual civil-service requirements as regards eligibility be waived.

Miss Tyler, who is a granddaughter of President Tyler, had been postmaster at Courtland, Va., since July 16, 1897. Post-office inspectors had several times reported that she lacked the administrative ability necessary for the proper conduct of the office. The Department felt that some relief should be given the patrons of the office, and it was believed that Miss Tyler could satisfactorily perform the service of clerk in a post-office under conditions not requiring administrative responsibility. It was, therefore, desired to give her a clerk-

ship at $800 per annum in the post-office at Norfolk, Va., where there was urgent need of additional assistants because of the heavy volume of mail resulting from the Jamestown Exposition. Her appointment as post-office clerk required an Executive order, as the position is a competitive one.

June 18, 1907.

Mrs. Mary A. Greenstreet, now serving under temporary appointment in the War Department by certification from the Civil Service Commission, may be selected from the clerk register of eligibles for permanent appointment.

Mrs. Greenstreet was temporarily appointed to the position of clerk in the War Department January 12, 1907, through certification. Her name was reached because of the temporary nature of the position, since in certifying for brief periods of employment only the names of those eligibles who are residing in the vicinity of the place of employment are considered. Her name stood third on the female clerk register for the State of Indiana, but certifications for permanent appointment in the Departments at Washington are made in accordance with the provisions of the civil-service law in regard to the apportionment of appointments, and Indiana was the thirty-third State in the order of certification under the apportionment. The application for the Executive order was made by the Paymaster-General and approved by the Acting Secretary of War. It was stated that Mrs. Greenstreet had performed her duties with marked intelligence and expedition, and her general intelligence outside of her assigned work indicated her natural adaptability for various clerical duties.

June 24, 1907.

Mr. John S. Drukker, formerly a temporary employee in the Bureau of Engraving and Printing, may be reinstated as a pressman in the Bureau without reference to the civil-service rules.

Mr. Drukker was temporarily appointed to the position of pressman in the Bureau of Engraving and Printing in 1898, when the war revenue act made necessary a prompt increase in the force of pressmen in that office. On May 29, 1899, an Executive order was promulgated authorizing the permanent appointment of all persons who were serving under temporary appointment on that date, in the discretion of the proper appointing officer. Mr. Drukker was in the service on the date mentioned, but resigned two days later, May 31, 1899. The Department did not retain him under the authority given, and the records of the Commission did not show why he was not retained. It was stated by the Director of the Bureau of Engraving and Printing that Mr. Drukker had been informed that his services would be discontinued on and after June 30, 1899, the statement being made prior to the time that the Executive order referred to was signed, and thinking that the position could not become permanent in nature, Mr. Drukker resigned. Had he remained in the position but a few days longer he would have been permanently appointed under the classification order. In view of his efficient services during his previous employment it was deemed advisable to reappoint him by Executive order.

July 4, 1907.

Mr. Horace W. Mitchell may be transferred from the excepted position of clerk at $1,400 per annum in the pay department, Marine Corps, Philippine Islands, to the position of clerk at $1,400 per annum in the office of the assistant paymaster, U. S. Marine Corps, Berkeley, Cal., a competitive classified position, without reference to the civil-service rules.

Mr. Mitchell's appointment was recommended by the Secretary of the Navy, who incorporated in his letter to the President a letter from the assistant paymaster under whom Mr. Mitchell had served as clerk in the pay department of the Marine Corps in the Philippine Islands. The paymaster stated that he recommended him as a most zealous, efficient, and faithful pay clerk, whose con-

duct, unceasing and intelligent devotion to duty, and integrity were beyond praise during the whole of his period of association with him in the Philippines. He stated that Mr. Mitchell had served for almost seven continuous years, considerably longer than the full tour of duty in the Tropics usually exacted of employees of the Government, military, naval, or civilian, and even when debilitated by sickness and long exposure to unfavorable climatic conditions had maintained a high standard of efficiency. It was, therefore, considered that it would be a loss to the Government to be unable to avail itself further of the services of Mr. Mitchell.

July 16, 1907.

Mr. Aksel Hansen may be employed in the Bureau of the Census upon experimental work in developing tabulating machinery, as authorized by the act of February 3, 1905, appropriating for executive, legislative, and judicial expenses, without examination under the civil-service rules.

Mr. Hansen is an expert in the development of tabulating machinery. The experiments at the Census Office with such machinery required the services of additional experts, who were required to be men of inventive powers familiar with the theory and technique of tabulating machinery. It was deemed inadvisable to hold an examination for the position at the time.

July 25, 1907.

Miss Alice V. Fought may be appointed a clerk in the Treasury Department without compliance with civil-service rules.

Miss Fought is the daughter of Joseph Fought, who was appointed a clerk in the Treasury Department by Executive order on February 13, 1906. He had previously served for several years in the War Department. He was a veteran of the civil war with a splendid record for gallantry. His failing health made it necessary for him to resign. Miss Fought was employed as a clerk in the office of the Auditor for the War Department from April 24 to May 23, 1907, under temporary appointment and had passed the skilled laborer examination. It was stated that she rendered excellent service while serving as a temporary appointee.

July 25, 1907.

Miss Margaret F. Sterne may be appointed clerk in the Treasury Department without compliance with the civil-service rules.

The case of Miss Sterne is similar to that of Miss Fought. She is the daughter of William H. Sterne, who was appointed as clerk in the Treasury Department January 5, 1875, and at one time was assistant chief of divison at $2,250. He resigned June 28, 1907, because of ill health. He served from December, 1861, throughout the war of the rebellion and until April 15, 1871, as a hospital steward. Miss Sterne served under an emergency appointment in the Treasury Department and her services proved entirely satisfactory. The family was dependent for support upon what she might earn.

July 26, 1907.

Mr. William S. Harris may be reinstated as an examiner in the office of the appraiser of merchandise at New York, notwithstanding he has been separated therefrom for more than one year.

Mr. Harris was formerly an examiner of passengers' baggage at $1,800 per annum in the office of the appraiser of merchandise for New York City and was discharged January 18, 1905. The Secretary of the Treasury after a thorough investigation of the charges upon which Mr. Harris was removed was convinced that the charges were not true and that a great injustice had been done him. As more than a year had elapsed from the date of his removal to the application for his reinstatement, a reinstatement could not be made under the rules, and it was necessary to obtain an Executive order.

July 29, 1907.

Mr. Harry T. Paterson, who was appointed through competitive examination and served for several years in the Reclamation Service, may be appointed as a junior civil engineer in the Engineer Department at large without reference to the limitations respecting reinstatement and transfer.

Mr. Paterson resigned the position of assistant engineer in the Geological Survey on December 31, 1906, and although eligible for reinstatement in the Department of the Interior, paragraph 8 of civil-service Rule X, prohibiting transfers within six months after reinstatement, would have made him ineligible for immediate transfer to the War Department. Inasmuch as Mr. Paterson's services in the Geological Survey were very satisfactory, this, in connection with the fact that great difficulty had been experienced in securing sufficient civil engineers for the Engineer Department at large, resulted in the Commission recommending to the President the issuance of the order permitting Mr. Paterson's appointment without reference to the limitations respecting reinstatement and transfer.

August 3, 1907.

The Executive order of June 11, 1907, providing for the transfer of Mr. George S. Fox from the Isthmian Canal Service to the Federal classified service, is hereby revoked.

The Bureau of Insular Affairs desired the transfer of Mr. Fox from the Isthmian Canal Service to a position in the United States, and under date of June 11 the President issued an order permitting such transfer. In view of circumstances arising later his transfer was no longer desired, and the President therefore revoked his previous order.

August 9, 1907.

Mr. Frank Huntington may be appointed to a suitable position in the Department of Agriculture, in order that his long editorial experience in the handling of technical or scientific articles may be utilized.

Mr. Huntington was a clerk in the Census Office, and his transfer to the Department of Agriculture was prohibited by the law requiring three years' service in one Department before transfer to another. The Department stated that it was in need immediately of editorial assistance in the Office of Experiment Stations in connection with the preparation and publication of technical reports of irrigation and drainage investigations; that Mr. Huntington was a man of long editorial experience in the handling of technical and scientific articles; that he had acquitted himself most creditably in this capacity, and that by reason of his wide experience he would be able to render far more efficient and helpful service than any man on the eligible register.

August 12, 1907.

Mr. A. J. Robinson, who has had more than four years of service in a civil capacity with the United States Army beyond the seas, with the exception of three periods of leave due to sickness on account of the trying character of his work in China and the Philippines, and who failed to receive classification under the Executive order of November 18, 1901, by reason of the fact that he was serving in Luzon at the time instead of on a home station, may be classified as train master in the Quartermaster's Department at large.

In similar cases of exceptional merit, where an employee has had a long and faithful service in a civil capacity beyond the seas under conditions such that his appointment and services were not in contravention of the civil-service rules or Executive orders, he may be classified by the Department with the approval of the Civil Service Commission.

This order was issued upon the recommendation of the Commission; the reasons therefor are set forth in the order itself.

August 12, 1907.

The vacancy in the position of chemist at $4,000 per annum in the Bureau of Standards, created by the resignation of Dr. William A. Noyes, may be filled without examination and certification under the civil-service rules.

A letter written by the Director of the Bureau of Standards stated that in view of the particular importance of this position in the work of the Bureau, and the highly specialized character of the work, it was essential that Doctor Noyes's successor be a representative chemist of established reputation, a trained investigator of the highest grade, and an administrative officer of experience and ability well qualified to represent the Bureau among the chemical interests of the country, and that to insure the appointment of the best possible chemist to this place it was desirable that the available chemists be considered and consulted more freely than is practicable with a written examination.

For these reasons the Commission recommended to the President the issuance of this order.

August 14, 1907.

Mr. W. Dawson Johnston, of Vermont, who has been employed in the Library of Congress for several years, may be transferred to the position of collector and compiler of statistics, for duty also as librarian, in the Bureau of Education, Department of the Interior, without reference to the civil-service rules.

The Commissioner of Education desired to have appointed to this position a thoroughly competent librarian, trained and expert in modern methods of library administration, who could accomplish the task of arranging and placing on a working basis a large and valuable collection of educational and statistical literature belonging to the Bureau, and Mr. Johnston was highly recommended by the librarian under whom he had served.

September 2, 1907.

Mrs. Etta A. Giers and Mrs. Lyda M. Stansell, widows of deceased clerks in the War Department, Mrs. Ella Laing, an excepted employee of the army transport service, and Miss Emma Washburn, a temporary employee in the Quartermaster-General's Office, may be appointed to clerical positions in the War Department without reference to the civil-service rules.

The Secretary of War, in recommending the issuance of this order to the President, stated that Mrs. Giers and Mrs. Stansell were widows of recently deceased clerks in the War Department; Mrs. Laing had been employed for nearly eight years in the army transport service in New York City, that service being excepted from examination by civil-service rules. Miss Washburn was temporarily employed in the Quartermaster-General's Office. She is a daughter of a former chief clerk of the depot quartermaster's office of this city, who, for several years, had been physically incapacitated for any kind of duty, and she was the sole support of the family.

The War Department made inquiries for the purpose of determining the qualifications of these persons, which were found to be satisfactory, and, in view of the circumstances, recommended the issuance of the order.

September 9, 1907.

Mr. Felix Neumann may be appointed as a clerk in the Bureau of International Exchanges, Smithsonian Institution, without examination under the civil-service rules.

On May 27, 1907, the Smithsonian Institution requested a certification to the position of clerk, with knowledge of German, French, Italian, and Spanish, to be charged with the preparation of correspondence concerning exchanges of publications with various governments and to assist furthermore in the advance-

ment of reciprocal relations of exchange for official documents desired by the Library of Congress.

The Commission issued two certifications for the position, from which three different selections were made, but in each case the person declined. The Smithsonian Institution then requested the President to issue an order permitting the appointment of Mr. Felix Neumann, who had been employed for some months by the Library of Congress on work of much the same character as that required in the position to be filled, and who was not only familiar with the languages required, but was an expert cataloguer of scientific literature.

In view of these circumstances the President issued the order requested.

September 23, 1907.

R. D. Scarlett and John M. Newton, who have been serving in the quartermaster's department at large, Philadelphia, as clothing examiners since February, 1904, are hereby included within the classified service.

The quartermaster's department at Philadelphia, which was covered into the service by the Executive order of May 6, 1896, was one of the last branches of the field service to be thoroughly subjected to the operation of the civil-service rules. Final regulations governing appointments, promotions, and changes in this establishment were adopted in August, 1906. Prior to this time all sorts of inspectors, including clothing examiners, were appointed without reference to the civil-service rules. On January 24, 1907, the War Department submitted the names of six clothing inspectors, who had been employed in Philadelphia since 1898, and these employees were covered into the classified service, being treated as temporary appointees made permanent under the provision of Schedule A, Section I, paragraph 10, which provides that a person serving under temporary appointment continuously since May 29, 1899, may be appointed permanently in the discretion of the appointing officer.

Scarlett and Newton having been appointed since May 29, 1899, could not be so included in the classified service, but as their cases were similar to others and as the Department stated that all other clothing examiners at the depot were classified, the issuance of this order was recommended.

September 23, 1907.

Miss Rachel F. Sullivan may be reinstated as a clerk in the Boston post-office without reference to the time limitation of the reinstatement rule.

On October 4, 1906, the Post-Office Department directed the removal of Miss Sullivan from the Hyde Park, Mass., post-office for the embezzlement of postal funds amounting to $1,817.60, which were intrusted to her care as assistant postmaster. Miss Sullivan had served in this post-office since 1887. She made good the amount of her shortage and after her removal another employee of the post-office was found guilty of embezzlement of funds in that office, and the post-office inspector was convinced that he and not Miss Sullivan was responsible for all the losses and that Miss Sullivan had suffered through his stealing. Upon the establishment of these facts the Department recommended the issuance of the order.

September 28, 1907.

Charles M. Irelan may be transferred from the Patent Office to a clerical position in the War Department without reference to the six months' limitation upon transfers after reinstatement.

Mr. Irelan had been employed in the Patent Office since 1879, and was chief clerk of that Bureau from 1901 until June 30, 1907, when he resigned upon a change of Commissioners. The War Department offered him a clerical position, but in order to be appointed to it under the civil-service rules it was

necessary for him to be reinstated in the Patent Office and serve six months therein before he would be eligible for transfer. In order to avoid this delay the President issued the above order.

September 28, 1907.

Charles E. Knight, at present a bank examiner, may be transferred from his position and appointed shipping commissioner at the port of San Francisco, Cal., another position under the Government service without examination and certification under the civil-service rules. There is now no register of eligibles for this position.

Mr. Knight had been in the public service as a national bank examiner since 1898. The Department stated that he was familiar with the shipping business and maritime affairs, and that the best interests of the service would be promoted by his appointment. It also stated that the position of shipping commissioner at the port of San Francisco requires a man of firmness, tact, and judgment, and that the Department was not prepared to fill the place by the promotion of one of the subordinates in the office. In view of these circumstances the President issued the order.

October 5, 1907.

Mr. William Stimpel may be appointed disciplinarian at the Carlisle, Pa., Indian School upon noncompetitive examination showing him to be qualified by experience for the position.

This order was based upon a request of the Commissioner of Indian Affairs, setting forth the difficulties in securing through ordinary examination persons qualified for the position of disciplinarian, the position requiring a man of executive ability, force of character, and knowledge of men. This has been recognized in the past by permitting the positions at other schools to be filled by the promotion or transfer of properly qualified employees, but in this case there was no one in the Department competent to be transferred or promoted to the position.

Mr. Stimpel was formerly a noncommissioned officer in the Army, and has a military record which justified the belief that he could do what would be expected of him if appointed to this position.

October 21, 1907.

John V. Davis, automatic scale mechanician, may be continued in the service for such further period as may be necessary for the completion of the work to which he is now assigned without compliance with the civil-service rules.

Mr. Davis has been employed for some time in the Philadelphia mint as automatic scale mechanician, being engaged upon the work of perfecting an automatic scale invented by him to be used in the customs service, if it met with the approval of the Treasury Department. He was not on the rolls of the Philadelphia mint, but was employed there merely because of the facilities it offered in the way of tools, etc. The Department desired to retain the services of Mr. Davis until the completion of the scale, and inasmuch as the Commission had no authority under the law to extend his temporary appointment, it was necessary that an Executive order be issued, which was done upon the request of the Treasury Department.

October 30, 1907.

Mr. John P. Scruggs having been separated from the position of deputy collector in the internal-revenue district of South Carolina for more than one year upon charges of misconduct, which charges a careful investigation has shown to have been substantially unfounded, and Mr. Scruggs's service to have been [illegible]st and efficient, he may be reappointed in the Internal-Revenue Service [illegible]out compliance with the civil-service rules.

October 30, 1907.

Charles H. McLellan, captain in the U. S. Revenue-Cutter Service, retired, was for a number of years during his active service detailed to the Life-Saving Service, and since his retirement has been employed for a number of temporary periods, with the consent of the Civil Service Commission, in superintending the construction of self-righting and self-bailing lifeboats and other life-saving apparatus, in all of which he is an expert, and it being necessary in the best interest of the service to continue Captain McLellan in this position, his appointment is hereby authorized without compliance with the civil-service rules for such period as his services may be required, the rate of compensation to be fixed by the Secretary of the Treasury.

November 9, 1907.

Joseph B. Dalton may be appointed to the position of skilled laborer in the Bureau of the Census without examination under the civil-service rules.

Mr. Dalton had previously served under a temporary appointment in the Bureau of the Census, and his service was most satisfactory. He is a member of the District of Columbia National Guard (Naval Militia Branch), and while on duty in that service had been instrumental in saving human life endangered by the Potomac River and had won promotion by merit and the commendation of his superiors.

Because of these reasons showing Mr. Dalton's great value to the Naval Militia of the District of Columbia National Guard, and the probability of his severing his connection therewith to seek employment elsewhere, the above order was issued so as to permit his employment in the Government service.

December 13, 1907.

Mr. William McCambridge, of Illinois, may be transferred without examination from the excepted to the competitive class in the Interstate Commerce Commission.

Hon. Martin A. Knapp, chairman of the Interstate Commerce Commission, under date of December 10, 1907, wrote the President as follows:

There has arisen in this office a complication in respect of the employment of certain persons which inclines me to ask your indulgence by way of an Executive order, if you are of opinion that the facts warrant such action on your part.

Mr. William McCambridge, of Illinois, came into the service of the Commission as the confidential clerk or private secretary of Governor Fifer, and acted in that capacity until the governor resigned from the Commission. The position of confidential clerk is exempt from the civil-service rules and regulations respecting examinations. When Governor Fifer resigned the work of the Commission was becoming very heavy, and it was highly desirable to retain in the service a person of Mr. McCambridge's qualifications. Never having had a confidential clerk of my own, Mr. McCambridge was continued in the service nominally as my confidential clerk, although he never performed the duties of that position.

Since the amendments to the act of June 29, 1906, the work of the Commission has increased to such an extent and the demands upon my time have been so great that I have found it necessary to have some person to act as my confidential clerk, and a young man in the employ of the Commission, who was selected from the Civil Service Commission register several years ago, has been performing that service for me, but without the title or amount of compensation which is customarily allowed for that class of employment.

My present desire is to secure the transfer of Mr. McCambridge from the excepted position he now occupies to the classified service without examination, and thus open the way for the appointment of an assistant whose time shall be at my disposal. If the class of work done by Mr. McCambridge could satisfactorily be performed by some person certified by the Civil Service Commission, I would not bring the matter to your attention. But the fact is that, owing to his long period of service under Governor Fifer and since that time, Mr. McCambridge has become quite expert in conducting correspondence in

connection with informal complaints; and, with the very great and constant increase in our work, it is indispensable that the Commission should retain in its service all of the persons who are capable and efficient in handling the difficult and intricate problems which are constantly brought to our attention.

If you think the foregoing facts would justify such action on your part, I would be very grateful if you would, by Executive order, permit the transfer of Mr. McCambridge to the classified service without examination. This would result in the retention in the service of a highly efficient, necessary, and capable employee and permit me to reward a person who has been performing my work in a most satisfactory manner.

In view of Mr. Knapp's statement the above order was issued by the President.

December 17, 1907.

The temporary appointment of Miss Emily G. Stickney as a clerk examiner in the Bureau of Chemistry, Department of Agriculture, which will expire by limitation on December 31, 1907, may be extended for such periods as may be necessary to make an appointment from the editorial clerk examination, which is to be held on January 8 and 9, 1908.

Miss Stickney was temporarily employed as a clerk examiner at $75 per month in the Bureau of Chemistry, and the period of six months, for which temporary appointment may be authorized, would expire on December 31, 1907. There were no eligibles on the register having the qualifications desired by the Department and possessed by Miss Stickney, but an examination had been announced to be held on January 8 and 9, 1908. The Chief of the Bureau of Chemistry urged the continuation of the temporary appointment of Miss Stickney, for the reason that she had been engaged in the preparation of special reports on food preservation and their effect on digestion and health, the work being highly technical, and its completion with the greatest amount of speed compatible with accuracy was necessary in order to submit the report to Congress during the month of January.

January 16, 1908.

Mr. Ernest Coldwell, late collector of internal revenue for the fifth district of Tennessee, who became separated from said office and from the service by the consolidation of the two internal-revenue districts in Tennessee into one district, may, for the good of the service, be appointed a revenue agent in the Internal-Revenue Service without compliance with the civil-service rules.

January 20, 1908.

Mr. James S. Wickham may be employed in the Bureau of the Census upon experimental work in developing tabulating machinery, as authorized by the act of February 26, 1907, appropriating for executive, legislative, and judicial expenses, without examination under the civil-service rules.

This order was issued upon the recommendation of the Commission in view of the letter from the Director of the Census, stating that the work to which Mr. Wickham was to be assigned could not be accomplished by the regular force of the office; that he was a machinist and electrician, and had had seven years' experience in developing electrical devices; that the need for his services grew out of the fact that it has been decided to manufacture the tabulating apparatus in the Bureau's own shop rather than to have the machines made by outside parties, which necessitated the employment of a person having not only constructive but inventive ability, both of which were possessed by Mr. Wickham.

February 4, 1908.

Mrs. Isabel E. McKinley may be reinstated in the War Department without regard to the length of her separation from that Department.

Mrs. McKinley was appointed to a temporary clerkship in the War Department on December 16, 1898, being one of the temporary clerks rendered necessary by the war with Spain who were appointed without examination and who

were given the rights of classified employees by an act approved April 28, 1902. The War Department reported that her service was efficient. Mrs. McKinley resigned her clerkship on July 9, 1901, and so was not classified by this act. The Attorney-General has held that a person separated from that temporary roll is eligible for reinstatement under the civil-service rules. The Commission recommended that the year limitation fixed by the rules for reinstatement be waived to allow Mrs. McKinley's reappointment.

February 7, 1908.

Mr. Douglas B. Thompson, who was separated from the service on the Isthmus of Panama by reason of illness, may be reinstated with the privilege of transfer to the departmental service if it should appear that any Department desires to appoint him in spite of his physical disablement.

Mr. Thompson was appointed to a position on the Isthmus of Panama without examination. While on the Isthmus he took the clerical examination on December 2, 1906, which he passed. In December, 1907, he was admitted to the Ancon Hospital, where it became necessary to amputate one of his legs, first below the knee, and the disease continuing, above the knee. Mr. Thompson's name was reached for certification from the clerical examination, which he took, and he was appointed as clerk on March 1, 1907, but was discharged six days later, presumably because he had not sufficiently recovered from his operation to perform the duties of the position. Mr. Thompson was probably eligible for reinstatement to a position on the Isthmus of Panama, but was not eligible for transfer to the United States, as he had not served six months after receiving probational appointment. The above order was therefore necessary in order to permit his transfer to an office in the United States after his reinstatement on the Isthmus.

February 7, 1908.

Mr. S. Baillio may be reinstated in the Norfolk Navy-Yard without regard to the length of his separation therefrom.

Mr. Baillio was appointed on September 30, 1893, to a position in the Norfolk Navy-Yard and was classified in his position as clerk on June 10, 1896. He resigned on March 23, 1906, to remove his wife from the tide-water section in accordance with the advice of their family physician. Owing to the slow recovery of his wife he did not return to Norfolk within the year of his eligibility for reinstatement. His record of service in the Norfolk Navy-Yard was very good. The Commission gave Mr. Baillio a noncompetitive second-grade examination which he passed and the only provision of the rules which prevented his reinstatement was that which limits the period of eligibility for reinstatement to one year from the date of separation from the service. The above order was therefore necessary in order to allow his reinstatement.

February 21, 1908.

Mr. Edwyn N. Purvis, a former employee of the Isthmian Canal Service, may be appointed to a clerkship in the classified service in the United States without regard to the provisions of the civil-service rules.

Mr. Purvis was appointed a chief of division at $150 per month on the Isthmus on December 27, 1904, without examination, under a minute of the Commission of December 12, 1904, which was approved by the President and thus given the effect of an Executive order, under which appointments in the Canal Zone to positions for which the Commission had no appropriate registers might be made without examination. The only restriction of the rules which operated against the transfer of Mr. Purvis and made an Executive order necessary is contained in an Executive order of January 12, 1906, one paragraph of which provides that no person appointed to the service on the Isthmus otherwise than

through competitive examination or by transfer or promotion from a competitive position shall be transferred to a competitive position. Lieutenant-Colonel Hodges, of the Isthmian Canal Commission, requested Mr. Purvis's transfer, and in view of his three years' satisfactory service and his ill health due to service on the Isthmus the Commission recommended the issuance of the order.

February 22, 1908.

Mr. Edward J. Tupper may be appointed deputy collector and inspector of customs at Stamford, Conn., without compliance with the civil-service rules or the Executive order of January 17, 1873.

The Treasury Department stated that this position pays the nominal salary of only $700 per annum, with no possible promotion; that it is necessary for the proper performance of the duties that the officer should reside in Stamford; that the eligible register for the district contained the names of three persons, each of whom received a higher salary in his position than that paid in the position in question, and that there was no probability of any of them moving to Stamford to perform the duties required at the salary paid. The collector at Bridgeport, Conn., in whose district Stamford is located, asked for the appointment of Mr. Tupper, who is a prominent business man of Stamford and mayor of the city. His business is located on the water front, and the prominent business men of the city requested his appointment. The Executive order of January 17, 1873, which is mentioned, prohibits a Federal officeholder from holding a municipal office at the same time.

March 4, 1908.

Mr. Charles L. Babcock may be appointed as an immigrant inspector for confidential duty in the Immigration Service in the Department of Commerce and Labor without examination under the civil-service rules.

The Department of Commerce and Labor has found it necessary, in order to investigate satisfactorily conditions surrounding the enforcement of the law relating to immigration, to assign a competent and absolutely reliable officer to the work. Such work requires that the man performing it possess not only tact, judgment, and skill, but also an absolutely unimpeachable character and a wide knowledge of affairs and of human nature. The employee who had been assigned to this duty was transferred to a somewhat similar position under the Department of Justice, and Mr. Babcock was appointed temporarily to the position. The work could not be completed during the period for which Mr. Babcock was temporarily appointed, and upon presenting the facts to the Commission it recommended to the President the issuance of the above order. Mr. Babcock's duties are of a confidential nature, and the position is analogous to positions which are excepted under the civil-service rules in other Departments, such as special employees in the Treasury Department and certain pension examiners and special agents in the Interior Department.

March 6, 1908.

Mr. Philip W. Reinhard, jr., of New York, confidential clerk to the collector of customs at New York, may be transferred from the excepted to the competitive class because of his faithful service during the past nine years, it being desirable that he continue in the performance of the responsible duties, classified in character, which he has been performing.

Mr. Reinhard was appointed paymaster in the New York custom-house on March 7, 1899, with compensation at the rate of $2,500 per annum, the position at that time being excepted. On May 27, 1902, he was transferred to the position of confidential clerk at $2,500 per annum, which position was at that time and still is excepted. At the time of his appointment on May 27, 1902, Mr. Rein-

was placed in charge of the customs bureau at the United States post-office,

having in charge the assessment and collection of duties on dutiable goods found in the mails, an important and responsible position which had previously been filled by a classified employee. Inasmuch as it was the desire of the Treasury Department to continue Mr. Reinhard in the position to which he had been assigned, it was necessary to transfer him from the excepted to the competitive class. The Secretary of the Treasury, in recommending the issuance of an Executive order for this purpose, stated that it was desired in view of Mr. Reinhard's satisfactory and faithful service during the past nine years, and because of the advantages to the Customs Service if he should be permitted to continue in the performance of the responsible duties to which he had been assigned. The Commission agreed with the Department that Mr. Reinhard should not be removed from this position and recommended the issuance of the above order.

March 21, 1908.

Mr. Wilhelm Lutz, assistant chief of police of Porto Rico, may be appointed to a position in the Immigration Bureau of the United States for the reasons set forth in the letter of Governor Post.

Mr. Lutz was a sergeant of the Fifth United States Cavalry for thirteen years, was honorably discharged, and accepted the position of deputy United States marshal for the United States district court of Porto Rico. Upon the reorganization of the Porto Rican police force Mr. Lutz was appointed assistant chief of police, and Governor Post stated that he served in that position with absolute fidelity, honesty, and capability for five years. Upon the passage of the Porto Rican civil-service law the positions of chief and assistant chief of police were not included in the classified service, as it was deemed best that the governor should have full discretion to choose men of exceptional ability for these positions without restrictions of law. In other words, the importance of Mr. Lutz's position deprived him of advantages which would have accrued to him if he had been holding a classified position and which were enjoyed by his own subordinates.

April 4, 1908.

Under date of April 4 the President wrote to the Commission in regard to the appointment, without examination, of Mr. Frank Raynor as follows:

I have carefully considered the request of Frank Raynor, of Newburgh, N. Y., to make possible his appointment in the Government service in view of his having lost his health in the performance of his duty as surfman in the Life-Saving Service. He was appointed a surfman on August 1, 1902, and was separated from the service in July, 1904. He lost his health as an incident to his heroic conduct in saving life, which is set forth in the following communication from the Treasury Department to Raynor, under date of June 11, 1904:

"Surfman FRANK B. RAYNOR,
"*Blue Point Life-Saving Station,*
"*Patchogue, N. Y.*

"SIR: Transmitted herewith is a gold life-saving medal of honor awarded you under the provisions of acts of Congress, approved June 20, 1874, and May 4, 1882, in recognition of your heroic conduct in saving life from the wreck of the schooner *Benjamin C. Cromwell* on February 22, 1904.

"It appears, from the evidence of eyewitnesses filed in this Department, that early in the morning of the date above named the *Cromwell* stranded during heavy and foggy weather. The crew of the Bellport Life-Saving Station, in whose vicinity the wreck took place, and those of the next station on either side, were soon upon the scene and all did their utmost to rescue the crew of the *Cromwell*. The sea was so high that the launching of a boat was not practicable, and as soon as daylight made the vessel now and then visible the Lyle gun was placed in proper position and a projectile was fired over the wreck. The shipwrecked people, however, failed to get the line, and the same operation

was repeated several times, the most of the lines having fouled with wreckage which already surrounded the vessel.

"The keepers now determined at all hazards to launch a boat if possible, and this was accomplished; but when they were yet some 40 or 50 yards distant from the vessel the set of the longshore current was so powerful that the oarsmen could not prevail against it, and the boat was driven stern foremost to the beach. The boat was now loaded on the wagon and taken to a point still farther west, with the hope of minimizing the influence of the current; but when the men were almost ready to launch the mizzenmast fell and a few moments later the main and foremasts went, driving the crew to refuge on the quarter deck. The top of the cabin was quickly torn away and a man was observed drifting upon it.

"All hope of using the boat was now abandoned, and the life savers scattered along the beach with heaving sticks and life lines. You were among them, divested of your outer clothing and boots, with a line and a life-preserver around your body, ready to plunge into the surf as soon as the shipwrecked men should come sufficiently near. When that instant arrived you sprang forward, but the wreckage was so thick that you became involved in it to the extent that you seemed likely to lose your life if aid should not speedily reach you. Thereupon Surfman Albert Latham, throwing off his outer clothing and rubber boots, jumped in to your rescue; but meantime you released yourself, and you and he then began climbing over the timbers, spars, and lumber, both of you again and again being forced under the water, Latham once in an extremely dangerous position from which you extricated him. Eventually, after extraordinary and extremely perilous efforts, you reached the shipwrecked man and bore him up and shoreward until your comrades, who had waded into the surf up to their armpits, took him unconscious to the beach.

"The vessel was now broken up completely, and the rest of the crew were observed clinging to a patch of planks and timbers torn from the quarter deck. Again the surfboat was manned by a picked crew and launched, but the breakers were too strong for human hand and the boat was hurled back upon the beach, Keeper Rorke, who had the steering oar, having been thrown out, barely escaping with his life. The Lyle gun was again resorted to and a line was thrown across the wreckage bearing the shipwrecked men; but it became entangled with the débris and a few moments later all but two were swept into the sea and drowned. The life savers full well realized that the two still left could be saved only as the one already rescued had been.

"Again you and Latham, stripped of your outer clothing, were ready and eager to plunge in and at the proper moment did so, pushing out as fast and as far as you could, often borne beneath the waves, but still undaunted until a tremendous breaker washed the two shipwrecked men off the wreckage. Both of you quickly grasped one, and while in your arms he became unconscious and so remained for some time after you succeeded in taking him to the shore. The other man, for whom you were ready to return, had disappeared, evidently having been struck and killed by the floating timbers.

"When your heroic work was done both of you were so bruised and exhausted that you had to be conveyed to the station where you and the rescued men received proper medical treatment. In your own case it appears that you were so seriously injured from contact with wreck stuff that you were confined to your home for a considerable period.

"I regard your gallant conduct on this occasion as of the highest order, and deem you well worthy the bestowal of the accompanying medal designed to bear testimony of the most heroic deeds in saving life from the perils of the sea.

"Respectfully,

"L. M. SHAW,
"Secretary."

The duty of a surfman in the Life-Saving Service is among the most hazardous of any in the Government service. A man who does what Raynor did stands on a par with any soldier or sailor who in time of war performs heroic service in the face of the enemy. Unfortunately, no pension is given to the man who is disabled in this service as Raynor was disabled. I regard it as not merely a privilege but as a duty as head of the executive service of the Government to put a premium upon actions like Raynor's; and the course of action I direct in his case is to be treated as a precedent to be followed in all similar cases. He is to be excepted from examination and given any position *duties* of which he is competent to perform.

April 13, 1908.

Mr. Harry A. Strohm, of Indiana, a third-class postmaster, who has had nine years' experience, may be appointed as a special agent of the Division of Classification in the Office of the Third Assistant Postmaster-General without examination under the civil-service rules.

The Third Assistant Postmaster-General, in recommending the issuance of this order, stated that Mr. Strohm had nine years' experience in a third-class office, where the postmaster has to do all kinds of postal business, and had had prior to that time experience as a newspaper man, and was personally known from an intimate acquaintanceship of about fifteen years to be a bright, clean, capable man. In view of these facts the Commission recommended the issuance of the above order.

April 15, 1908.

Mr. Henry C. Towers, an expert in the Bureau of Forestry, of the Department of Agriculture, may be appointed to the competitive position of expert and chief of the section of purchases in the same service without examination under the civil-service rules.

Mr. Towers had served as expert and special agent in the Department of Agriculture since July 1, 1901, and it was desired to promote him to the position of expert and chief. The Commission was without authority to approve this promotion for, although the position in which Mr. Towers was serving is an excepted one, the position of expert and chief is not excepted. The duties of the position to which it was desired to promote Mr. Towers consisted in assisting the fiscal agent in receiving all moneys accruing under the act of June 1, 1905, such payments being received in the form of currency, postal and express money-orders, and drafts, and amounting, it is estimated, to over $2,000,000 for the present year. The Secretary of Agriculture reported that before Mr. Towers entered the Forest Service, he was for twenty-two years connected with the private and national banks in the city of Washington and that this training and experience, coupled with his connection with the Forest Service, and his high character for integrity qualify him in an unusual degree for the performance of highly responsible duties. The Commission recognized the exceedingly high character given to Mr. Towers and, considering the confidential duties of his new position and the large amount of funds which would pass through his hands, recommended the above order.

April 17, 1908.

Mr. William S. Murphy, of Mississippi, may be appointed as a Chinese inspector in the Immigration Service without examination under the civil-service rules on account of his extensive experience in court practice and special qualifications, it being intended to utilize his capabilities at present in a position where there is great need of an officer who has legal training of a practical character.

The Secretary of Commerce and Labor stated that Mr. Murphy's appointment would be in the interests of good administration, basing this statement upon the fact that he is a member of the bar of Texas, Arkansas, Louisiana, and Mississippi, having held the position of judge of the criminal court in the western district of Arkansas, and that he had had extensive experience in court practice and had special qualifications which would make him a very efficient officer in the Chinese branch of the Immigration Service, it being intended to utilize his capabilities at El Paso, Tex., where there was great need of an officer of legal training of a practical character. In view of these reasons, the Commission concurred in the recommendation of the Secretary of Commerce and Labor for the issuance of the above order.

April 20, 1908.

Mr. Alpheus H. Mahone may be reinstated as a fish culturist in the Bureau of Fisheries without reference to the time limit of eligibility prescribed by the civil-service rules.

Mr. Mahone was appointed a fish culturist in the Bureau of Fisheries on August 6, 1902, and resigned on December 26, 1904, for the purpose of going to the Argentine Republic to assist that Government in establishing fish-cultural stations, having been suggested for this work by the Bureau of Fisheries. He was relieved from duty with the Argentine Republic on March 11, 1906, at his own request and in accordance with his contract. The Commissioner of Fisheries stated that Mr. Mahone is a first-class fish culturist and recommended his appointment on account of the fact that it is very difficult to secure sufficient eligibles through examination. In view of these facts the Commission recommended the reinstatement of Mr. Mahone by Executive order.

April 23, 1908.

Mr. John Krey may be reinstated as an assistant engineer in the Engineer Department of the United States Army in the discretion of the Secretary of War and should the needs of the service so require, without reference to the time limit of the civil-service rules.

Mr. Krey was employed from October 5, 1894, to August 2, 1901, with slight interruptions, resigning when his superior officer called another assistant engineer in consultation with respect to some work under the charge of Mr. Krey, who considered such action a reflection upon his ability and judgment and a breach of professional etiquette. Mr. Krey was reported to have been industrious and energetic and a practical and competent engineer, who accomplished results as long as he was in the Government service, and his experience has been wide and apparently successful since leaving it. The Chief of Engineers reported that there was no vacancy to which Mr. Krey could be assigned, but recommended some such action as would make his services available when a vacancy occurred, inasmuch as it would be an advantage to the service to gain a man who had been tested and found satisfactory. For these reasons the Commission submitted the above order to the President.

May 1, 1908.

The appointment of Mrs. Katherine J. Fenton to a position as departmental clerk copyist draftsman, or copyist topographic draftsman, in the departments at Washington is hereby permitted without compliance with the civil-service rules.

Mrs. Fenton is the widow of David H. Fenton, who was a member of the house of delegates of the general assembly of the State of Maryland in the year 1906, and who died suddenly during the session of the general assembly. Mrs. Fenton was left a widow with two minor children who were dependent upon her. The general assembly of the State of Maryland urged the President to issue an Executive order in her behalf authorizing her appointment in the departmental service, basing the request upon the universal respect entertained for the character of her deceased husband and the merits of Mrs. Fenton's case.

While Mrs. Fenton had never passed a civil-service examination, she had served under temporary appointments in the Interior and Treasury Departments and in the Forest Service of the Department of Agriculture. The Interior Department stated that Mrs. Fenton was a willing, faithful, and efficient copyist draftsman during the time she was employed in that Department. In the Forest Service she was employed as a copyist topographic draftsman and her work was found to be very satisfactory. In view of the circumstances the Commission saw no objection to the issuance of an Executive order in Mrs. Fen-

behalf.

INVESTIGATIONS OF ALLEGED VIOLATIONS OF THE CIVIL-SERVICE LAWS AND RULES.

During the period covered by this report a number of investigations or alleged violations of the civil-service law or rules, embracing political assessments and political activity, illegal appointments, frauds in examinations, etc., have been made under the direction of the Commission. The more important cases are outlined below, a brief statement of the charges, the action of the Commission, and the results secured being given in each case. Minor investigations have been omitted as of no permanent or important interest.

These statements are arranged alphabetically, according to the name of the place where the investigation was made, under three general heads, "Political assessments and political activity," "Frauds and irregularities in connection with examinations, etc.," and "Miscellaneous."

POLITICAL ASSESSMENTS AND POLITICAL ACTIVITY.

On June 15, 1907, the President amended civil-service Rule I by adding the provision that employees in the competitive classified service should not take an active part in political management or in political campaigns. This restriction had existed for some years, but by the amendment the Civil Service Commission was given jurisdiction in its enforcement, which formerly belonged to the heads of the various Departments and offices. At first the Commission was somewhat lenient in fixing penalties for its violation, but in a letter under date of March 26, 1908, to the President, copies of which he caused to be sent to the Executive Departments, it was announced that in the future cases of this kind would be treated with somewhat greater severity. (See p. 104.)

Atlanta, Ga., post-office—Case of George W. Tate.

In an investigation at Atlanta, Ga., it appeared that George W. Tate, a letter carrier in the Atlanta post-office, was guilty of pernicious partisanship by reason of his activity at a political meeting held at the Zion Hill Baptist Church on October 3, 1907. A joint investigation was made by representatives of the Commission and the Post-Office Department, and the Post-Office Department reported that Mr. Tate had been reprimanded and warned against taking a part in similar meetings in the future.

Chicago, Ill.—Post-office employees.

In November, 1907, it was charged that John H. Kellar, a clerk in the Chicago post-office was perniciously active in political matters in connection with the annual election of officers in the Fifteenth precinct in the Second Ward; that he prevented citizens from exercising their legal right of franchise; that he used indecent and abusive language and stuffed the ballot box. The testimony of the investigation of these charges was conflicting. It appeared that Mr. Kellar had been politically active, but three police officers who were present testified that he used no abusive language, did not tamper with the ballot box, and behaved in a gentlemanly manner. At the request of the Commission the postmaster at Chicago admonished Mr. Kellar, and warned him that a repetition of such conduct would probably result in his dismissal from the service.

It developed in this investigation that Ford S. Black, another clerk in the Chicago post-office, was a member of a ward Republican club and that his name was on the ticket for the office of secretary of that club. It appeared that he had attended the meetings of the club, but that he had resigned the position of secretary formerly held by him. Mr. Black's own testimony was contradictory on a number of points. The Post-Office Department reported that t

master at Chicago had been directed to reprimand Mr. Black and inform him that a like offense, if reported to the Department, would result in his removal from the service.

Clanton, Ala.—Case of A. C. Smith.

In an investigation at Clanton, Ala., it appeared that in October, 1906, Mr. A. C. Smith, chairman of the Republican county campaign committee of Chilton County, Ala., visited the post-office at Clanton, Ala., and handed to Felix O. Dudley, the postmaster, a letter which contained a request for a contribution for campaign purposes, and that at the same time Mr. Smith mailed similar letters to several postmasters in Chilton County. As this action was a violation of section 12 of the civil-service act, the matter was brought to the attention of the United States attorney at Montgomery, Ala. The Department of Justice reported that Mr. Smith was indicted in December, 1907, and the case set for trial on June 3, 1908.

Boonesboro, Md.—Case of Samuel E. Young.

In July, 1907, Samuel E. Young, postmaster at Boonesboro, Md., was arrested on the charge of soliciting campaign contributions from Frank E. Newcomer, a rural mail carrier whose route starts from Boonesboro. The indictment charged that he had solicited a subscription for political purposes on November 6, 1905. Young alleged that he only remarked to Newcomer that they were all expected to contribute to the campaign. The case came to trial in the United States district court at Hagerstown in November. Mr. Young pleaded guilty and was fined $100. He was also removed by the Department from the position of postmaster.

The investigation was not conducted at the instance of the Commission, but was initiated by the Post-Office Department on the evidence secured by an inspector.

Connellsville, Pa.—Case of George E. Showman.

It was charged before the Commission that George E. Showman, a letter carrier at Connellsville, Pa., was perniciously active on November 5, 1907; that he asserted his right to dictate to the election judge who should be appointed inspector of election; that he had with him a man whom he insisted should be appointed; that he used insulting and disrespectful language to persons at the polls, and in other ways was offensive. On investigation of these charges it was shown that Mr. Showman had undoubtedly violated the terms of section 1 of civil-service Rule I; that he had apparently neglected his duty as letter carrier on election day; that his mind was more on politics than on the performance of his official duty. The postmaster stated that he had been unsatisfactory as a carrier, often dropping letters and making mistakes in delivery. The matter was referred to the Post-Office Department, which replied that as carriers were no longer suspended for violations of the rules and regulations, and as the circumstances did not warrant Mr. Showman's removal, the postmaster had been instructed to enter a charge against his efficiency record and to warn him that any further political activity would result in prompt action looking to his separation from the service.

Cumberland, Md.—Case of P. G. Cowden, jr.

In August, 1907, it was brought to the attention of the Commission that P. G. Cowden, jr., a deputy collector of internal revenue, was chairman of the Republican county committee of Allegany County, Md. The matter was brought to the attention of the Treasury Department, and on September 5 the Commission was informed by the Department that a reelection for this position would
ld under date of September 7, and that Mr. Cowden would not be a candi-
· *reelection.*

Dallas, Tex.—Case of D. A. Robinson and E. S. Thayer.

It appeared from the evidence taken in an investigation at Dallas, Tex., that Mr. D. A. Robinson, postmaster at that place, had violated section 11 of the civil-service act by delivering to Mr. E. S. Thayer a list of employees of the post-office at Dallas, giving the name and salary of each employee, with the knowledge that such list was to be used by Mr. Thayer in collecting from such employees contributions for political purposes; and that Mr. Thayer had violated section 12 of the act in addressing circulars requesting political subscriptions to the employees of the post-office and other Federal officials in the city of Dallas. These circulars were addressed to the employees at the post-office building and were delivered to the employees at such building. The facts constituting the offense in each case were acknowledged fully by Mr. Robinson and Mr. Thayer.

The matter was submitted to the Department of Justice, which informed the Commission under date of September 23, 1907, that the cases of D. A. Robinson and E. S. Thayer were presented to the grand jury at Dallas, Tex., in May; that the jury returned a true bill in the case of Thayer, but declined to do so in the case of Robinson. A demurrer to the indictment was interposed, raising the question as to whether written communications sent through the mails to employees of the Government addressed to the Government buildings were within the provisions of the civil-service law prohibiting solicitations of funds for campaign purposes in Government buildings. This demurrer was argued and sustained by the court. An appeal has been taken to the Supreme Court of the United States and judgment reversed. The opinion, which was delivered by Justice Holmes, follows:

This is an indictment for soliciting a contribution of money for political purposes from an employee of the United States in a post-office building of the United States occupied by the employee in the discharge of his duties. By the civil-service act of January 16, 1883 (chap. 27, sec. 12, 22 Stat., 403, 407), "no person shall, in any room or building occupied in the discharge of official duties by any officer or employee of the United States mentioned in this act, or in any navy-yard, fort, or arsenal, solicit in any manner whatever, or receive any contribution of money or any other thing of any value for any political purpose whatever." By section 15 a penalty is imposed of fine, imprisonment, or both. The indictment is in eleven counts, and charges the sending of letters to employees which were intended to be received and read by them in the building and were so received and read by them in fact. It is admitted that the defendant was not in the building. There was a demurrer, which was sustained by the district court on the ground that the case was not within the act. (154 Fed. Rep., 508.) The only question argued or intended to be raised is whether the defendant's physical presence in the building was necessary to create the offense.

Of course it is possible to solicit by letter as well as in person. It is equally clear that the person who writes the letter and intentionally puts it in the way of delivery solicits, whether the delivery is accomplished by agents of the writer, by agents of the person addressed, or by independent middlemen, if it takes place in the intended way. It appears to us no more open to doubt that the statute prohibits solicitation by writing as well as by spoken words. It forbids all persons to solicit "in any manner whatever." The purpose is wider than that of a notice prohibiting book peddling in a building. It is not, even primarily, to save employees from interruption or annoyance in their business. It is to check a political abuse, which is not different in kind, whether practiced by letter or by word of mouth. The limits of the act presumably were due to what was considered the reasonable and possibly the constitutional freedom of citizens, whether officeholders or not, when in private life, and it may be conjectured that it was upon this ground that an amendment of broader scope was rejected. If the writer of the letter in person had handed it to the man addressed, in the building, without a word, and the latter had read it then and there, we suppose that no one would deny that the writer fell within the statute. We can see no distinction between personally delivering the letter and sending it by a servant of the writer. If the solicitation is in the building, the statute

does not require personal presence, so that the question is narrowed to whether the solicitation alleged took place in the building or outside.

The solicitation was made at some time somewhere. The time determines the place. It was not complete when the letter was dropped into the post. If the letter has miscarried or had been burned, the defendant would not have accomplished a solicitation. The court below was misled by cases in which, upon an indictment for obtaining money by false pretenses, the crime was held to have been committed at the place where drafts were put into the post by the defrauded person. (Commonwealth *v.* Wood, 142 Mass., 459, 462; Regina *v.* Jones, 4 Cox, C. C., 198.) But these stand on the analogy of the acceptance by mail of an offer and throw no light. A relation already existed between the parties, and it is because of that relation that posting the letter made the transaction complete. (See Brauer *v.* Shaw, 168 Mass., 198, 200.) Here a relation was to be established, just as there is at the first stage of a contract when an offer is to be made. Whether or not, as Mr. Langdell thinks, nothing less than bringing the offer to the actual consciousness of the person addressed would do (Contr., sec. 151), certainly putting a letter into a post-office is neither an offer nor a solicitation. "An offer is nothing until it is communicated to the party to whom it is made." (Thomson *v.* James, 18 Ct. of Sess. Cas., 2d series, 1, 10, 15.) Therefore, we repeat, until after the letter had entered the building the offense was not complete, but, when it had been read, the case was not affected by the nature of the intended means by which it was put into the hands of the person addressed. Neither can the case be affected by speculations as to what the position would have been if the receiver had put the letter in his pocket and had read it later at home. Offenses usually depend for their completion upon events that are not wholly within the offender's control and that may turn out in different ways.

No difficulty is raised by the coupling of solicitation and receipt in the statute. If receipt required personal presence it still would be obvious that "solicit in any manner whatever" was a broader term. But the cases that have been relied upon to establish that the solicitation did not happen in the building, although inadequate for that, do sufficiently show that the money might be received there without the personal presence of the defendant. If, in answer to the defendant's letter, the parties addressed had posted money to him in the building where they were employed, the money undoubtedly would have been received there. To sum up, the defendant solicited money for campaign purposes, he did not solicit until his letter actually was received in the building, he did solicit when it was received and read there, and the solicitation was in the place where the letter was received. We observe that this is the opinion expressed by the Civil Service Commission in a note upon this section, and the principle of our decision is similar to that recognized in several cases in this court. (In re Palliser, 136 U. S., 257, 266; Horner *v.* United States, 143 U. S., 207, 214; Burton *v.* United States, 202 U. S., 344, 387, *et seq.*) We do not cite them more at length, as the only dispute possible is on the meaning of the particular words that Congress has used.

We may add that this case does not raise the questions presented by an act done in one jurisdiction and producing effects in another which threatens the actor with punishment if it can catch him. Decisions in that class of cases, however, illustrate the indisputable general proposition that a man sometimes may be punished where he has brought consequences to pass, although he was not there in person. They are cited in In re Palliser, *supra*. Here the defendant was within and subject to the jurisdiction of the United States to the extent of its constitutional power, and the power is not in dispute. (Ex parte Curtis, 106 U. S., 371; United States *v.* Newton, 9 Mackey, D. C., 226.)

The case will now go back to Texas for trial.

Des Moines, Iowa.—Case of M. M. Robertson.

In February, 1908, complaint was made to the Commission that M. M. Robertson, chief clerk of the pension agency at Des Moines, Iowa, was a candidate for county treasurer. The Commission wrote Mr. Robertson and informed him that as his position had been brought within the competitive service on August 10, 1903, his candidacy for the position of county treasurer was prohibited by the Executive order of January 17, 1873, and also by section 1 of civil-service Rule I. Mr. Robertson replied that he had not yet announced his *candidacy for the* position of county treasurer nor filed nomination papers

which were necessary to place his name upon the ticket, but that he was considering the possibility and would be a candidate if conditions warranted his taking the chances of receiving the nomination. He also stated that the cards containing the announcement of his candidacy had been printed by a friend. The Commission replied that it was bound by the law and Executive order and the rules of the President, and had no discretion in the matter, and unless Mr. Robertson withdrew entirely from his candidacy for the position it would be necessary for him to resign from the service. Mr. Robertson informed the Commission under date of March 18 that he had forwarded his resignation to the Commissioner of Pensions to take effect March 31, 1908.

Louisville, Ky.—Case of Edwin S. Hallett and Wm. J. Dealtry.

In an investigation conducted by the Commission relative to the collection of money from Federal employees for political purposes at Louisville, Ky., it appeared that E. S. Hallett, chief engineer of the Federal building, and William J. Dealtry, assistant custodian, were receiving contributions from Federal employees. The evidence indicated that Messrs. Hallett and Dealtry admitted the receipt of money but denied having asked any person for the contributions, saying that they were asked by the employees to receive it.

The matter was referred to the Secretary of the Treasury, who informed the Commission, under date of November 29, that the custodian of the building at Louisville had been instructed to suspend these employees from duty without pay for a period of fifteen days from December 1, 1907.

Mathias Point, Va.—Case of Benjamin F. Grymes.

In an investigation of charges in April, 1908, of pernicious political activity against Benjamin F. Grymes, keeper of the Mathias Point Light-House, Virginia, it appeared that Mr. Grymes had been a member of the Democratic committee of King George County, Va., for a number of years up to September, 1907. He was reelected in September, 1907, and his name had been published as a member of the committee in the papers of Fredericksburg, Va. He took no official action to resign his position, although he claimed that he intended to resign. It also appeared that Mr. Grymes had worked actively at the polls at Hampstead, Va., on November 5, 1907; that he was away from his light-house that day and did not return until the next morning. It appears that his activity was for the purpose of defeating a candidate for supervisor, and that the contest was personal rather than political in its nature, as an attempt was being made to lay a road through Mr. Grymes's property, and the candidate whom he was opposing had declared that if elected he would put the road through Mr. Grymes's property. The Commission believed that while these circumstances did not vindicate Mr. Grymes, they might properly be pleaded in mitigation of his offense. On the recommendation of the Commission he was fined $50 in the form of a reduction of his annual compensation from $575 to $525, beginning May 1, 1908, with the understanding that at the end of that period his salary is to be restored to its previous rate on the recommendation of the Light-House Board.

Mobile, Ala.—Federal employees.

In an investigation at Mobile, Ala., in February, 1908, it appeared that J. T. Peterson, clerk in the post-office, Joseph Martinez, clerk in the post-office, G. B. Mayfield, letter carrier, Nathan Jessie, letter carrier, and Walter Brazill, clerk in the post-office, were all members of the Republican county committee, and that S. Y. Locke, deputy collector of customs, was a member of the same committee. Mr. Peterson was also a member of the State or district committee. Mr. Mayfield had already been removed from the service on conviction for vio-

bing the mails, so that no further action was necessary in his case. As the other cases appeared to be in flagrant violation of section 1 of Rule I, the matter was brought to the attention of the Post-Office and Treasury Departments, with request that these employees be severely reprimanded and directed to withdraw from the various political committees of which they were members. The Post-Office Department replied that immediate steps toward disciplining the employees of that Department would be taken and later reported that Messrs. Joseph R. Martinez, Walter Brazill, and Nathan Jessie had resigned as members of the county committee, and that J. T. Peterson had resigned from the Post-Office Service. The Treasury Department also replied that the collector at Mobile had been instructed to reprimand Mr. Locke, and to direct him to withdraw from the political committee of which he was a member.

Montgomery County, Md.—Federal officeholders.

In April, 1908, charges were brought before the Commission that a number of competitive employees in the Federal service were taking an unduly active part in the primary election contest in the Sixth Congressional district of Maryland. From an investigation of these charges it appeared that Mr. Horace Sedgwick, an employee of the Government Printing Office, had visited the houses of a number of residents of Scotland Settlement near Rockville, Md., in the interest of one of the candidates for the Congressional nomination. It appeared that Mr. Sedgwick had some knowledge of the restrictions concerning the political activity of competitive employees prior to his activity, but that he desisted entirely after the matter was brought to his attention by the Public Printer at the instance of the Commission, and took no part in the primary election other than to cast his ballot. The Commission recommended to the Public Printer that Mr. Sedgwick be reprimanded and be informed that any similar action on his part would be dealt with more severely. Such action was taken by the Public Printer.

It also appeared in the investigation that a large number of competitive employees residing in Maryland had been unduly active in political matters for some years, but as the amendment to civil-service Rule I giving the Commission jurisdiction in such cases was not made until June 7, 1907, the enforcement of the Executive order on this subject, resting with the heads of Departments, no concerted action had been taken to break up such practices. In the letter to the Public Printer in regard to the case of Mr. Sedgwick, the Commission stated in part: "In this connection it may be stated that in view of the publicity that has been given this and recent cases of a similar nature, and in view of the fact that the amendment to civil-service Rule I was published in your office and in the various Departments, it is believed that all Federal employees in Washington are sufficiently on notice in regard to the provisions of this rule to justify the Commission in refusing to accept any statement of ignorance of its provision or of its meaning in extenuation of any future violations of the rules."

It developed in the investigation that William O. Kroll, another employee of the Government Printing Office, was chairman of the district committee of Wheaton district No. 2, Montgomery County. Mr. Kroll was directed to retire from the chairmanship of this committee and was warned against further political activity on his part. As this action was so plainly in violation of the terms of the rule that competitive employees shall take no active part in political management or in political campaigns, the Commission recommended that Mr. Kroll be suspended for sixty days. The Public Printer acted on this recommendation. On April 9, after Mr. Kroll had been warned against further political activity, he served as a delegate to the county Congressional conven-

tion of Montgomery County. An earnest effort was made by the friends of Mr. Kroll to have the order for his suspension revoked or modified on the ground that activity of this kind had been frequent among Federal employees in Maryland in the past, but in view of Mr. Kroll's continued activity after his warning by the Public Printer the Commission considered a sixty-day suspension a moderate penalty for the acts committed. No change in the order was made.

Charges were also made in regard to the political activity of the postmasters of Sellman, Silver Spring, and Dickerson, Md., but as these officials were not within the competitive service the matter was referred to the Post-Office Department. An investigation was ordered by the Department, but the Commission has not yet been informed of the results.

New York City.—Case of Antonio Dalessandro.

In September, 1907, it was charged that Antonio Dalessandro, holding a classified position as Chinese inspector in the Immigration Service, was perniciously active in political matters; that he had been attending committee meetings as proxy, addressing meetings, making a canvass of his district in behalf of his brother, who was running for leader, sending out letters over his name, soliciting electors to support his brother, and also threatening place holders with loss of employment unless they acted with him in the approaching primaries. The matter was investigated by the Commission.

It appeared from the investigation that Mr. Dalessandro had acted as a proxy for his brother, the Republican leader of the First Assembly District of New York City, at meetings of the Republican executive committee of that city. There was no evidence to support charges of other political activity, although it appeared that various charges of such activity had been made against him at different times.

It appeared, however, that Mr. Dalessandro's action was in violation of Rule I. The matter was referred to the Department of Commerce and Labor with the recommendation that as Mr. Dalessandro's action was not indicative of any defiant violation of the President's order he be only reprimanded, and that a repetition of this or a similar offense should result in his removal from office.

The Department replied under date of September 20 stating that such action had been taken.

New York City.—Case of Morris Levy.

In December, 1907, it was brought to the attention of the Commission that Morris Levy, a classified laborer in the customs service at the port of New York, was acting as Republican leader in the twenty-fourth district of New York City. The Commission brought the case to the attention of the Treasury Department and requested that in view of the impossibility of a classified laborer being a political leader without violating the provisions of civil-service Rule I, section 1, that persons who are in the competitive classified service shall take no active part in political management or political campaigns, Mr. Levy be directed to sever his connection with the service or resign from his position as district leader. The Secretary of the Treasury informed the Commission that Mr. Levy resigned from the service on January 18, 1908.

North Carolina.—Federal officeholders.

In the spring of 1907 an investigation was made of the charges which had been brought before the Commission to the effect that Federal officeholders were unduly active in the politics of North Carolina. This investigation was conducted by Commissioner Greene, as by Inspector Alb ie. of the P Office Department. The charges covered nv and unclassified service, and as a result

to the Secretary of the Treasury, Postmaster-General, and Attorney-General calling attention to the orders governing political activity of classified and of unclassified employees, and suggesting that a closer observance of these orders be secured.

The Secretary of the Treasury replied, under date of July 8, to the effect that Charles C. Clark, jr., deputy collector of customs at Newbern, N. C., had been admonished to refrain in the future from political activity of the nature complained of in the Commission's letter, and that the collectors of internal revenue for the fourth and fifth districts of North Carolina had been informed of the activity of deputy collectors in their districts, and requested to admonish the officers that the conduct referred to in the Commission's report was prohibited by the rules.

The Postmaster-General replied, under date of June 27, that the Department had admonished Marshall O. Barringer, a rural letter carrier at Mount Pleasant, N. C., and Thaddeus Ivey, a rural letter carrier at Cary, N. C., that their political activity during the campaign of 1906 was a violation of the instructions contained in the President's letter of June 13, 1902.

The Attorney-General replied, under date of May 28, that Deputy Marshal J. M. Baley, of Greensboro, N. C., who was chairman of the precinct Republican committee in his precinct and a worker at the polls, and Mr. Claudius Dockery, United States marshal at Raleigh, N. C., who was a member of the State Republican committee and the county Republican committee, a delegate to a State Republican convention, chairman of the county Republican convention, and had made eight campaign speeches in the campaign of 1906, had been sent appropriate admonition in accordance with the President's instructions.

In March, 1908, an additional complaint was made to the Commission in regard to the political activity of Federal officeholders in North Carolina. An investigation disclosed that Mr. J. P. H. Adams, deputy collector of internal revenue at Cary, N. C., had allowed himself to be elected chairman of the Republican caucus at Cary; had issued as chairman of the Republican county committee of Wake County a call for the Republican county convention; had acted as a member of the Republican county executive committee of Wake County; had allowed his name to be voted for as a candidate for the position of chairman of the Republican county committee of Wake County, and had allowed himself to be sent as a delegate to the Republican Congressional convention of the district in which Wake County is located. The chairmanship of the caucus at Cary made him a member of the Republican county executive committee, as under the practice in North Carolina that committee is made up of the chairman of the several town caucuses. It further appeared that James H. Young and Kemp Merritt, deputy collectors of internal revenue, and W. N. Brown, clerk in the post-office at Raleigh, N. C., had violated the rules by allowing themselves to be elected as chairmen of precinct caucuses of the Republican party in the same county. Such elections made them members of the county executive committee. The Commission brought these cases to the attention of the President and recommended that all four employees be reprimanded and requested to resign at once from the Republican county committee, and that Mr. Adams be requested to resign from the Republican Congressional convention. The matter was taken up by the President with the Secretary of the Treasury and the Postmaster-General, and the Commission was informed by the Treasury Department and the Post-Office Department that its recommendations had been carried out. In its letter to the President the Commission made the following statement:

The Commission in recommending punishments for violations of Subdivision I *of civil-service Rule I*, has heretofore been guided by the fact that the rule was

only adopted in June, 1907, and that while the President's instructions prohibiting political activity on the part of competitive classified employees have been public ever since 1902, yet in actual practice the effective and thoroughgoing enforcement of the President's instructions in this connection has only dated from the adoption of the rule in June last, which gave the Civil Service Commission the right to investigate and report on charges of improper political activity on the part of those in the competitive classified service. For this reason the Commission has heretofore been lenient in recommending punishments. But a sufficient time has now elapsed for us to assume that the civil-service rules are understood throughout the service, and we believe therefore that the time has also come for a somewhat greater degree of severity for the penalty inflicted, at least in aggravated cases. We recommend, therefore, that the several Departments be requested to publish to their employees in the competitive classified service the fact that any man violating the provisions of the rule in question renders himself liable to punishment by removal. We desire that the subordinates in the several Departments be acquainted with this recommendation, so that in the event of any misconduct by them in the future the Commission may feel at liberty to recommend their removal.

Under date of March 27 the President sent copies of the extract quoted above to the head of each Department and requested that each cause it to be printed and brought to the notice of his subordinates.

Peoria, Ill.—Internal-Revenue Service.

In an investigation of charges of undue political activity on the part of Government officials in the fifth internal-revenue district of Illinois, evidence was secured to show that William B. Elliott, of Peoria, Ill., had violated section 12 of the civil-service act, which provides:

That no person shall, in any room or building occupied in the discharge of official duties by any officer or employee of the United States mentioned in this act, or in any navy-yard, fort, or arsenal, solicit in any manner whatever, or receive, any contribution of money or any other thing of value for any political purpose whatever.

The specific charge against Mr. Elliott was that during the campaign of 1904 he visited various distilleries in Peoria, Ill., and there solicited employees of the Internal-Revenue Service while they were on duty for subscriptions to be used for political purposes.

As there was strong evidence supporting these charges, the matter was referred to the Attorney-General, and an indictment was secured against Mr. Elliott. He pleaded guilty to the charge and was fined $50 and costs.

Philadelphia, Pa.—Case of William R. Knight, jr.

In July, 1907, an investigation was made of charges of political activity on the part of William R. Knight, jr., shipping commissioner at the port of Philadelphia. It appeared that Mr. Knight had been in the competitive classified service since the revision of the civil-service rules in April, 1903; that he was appointed in February, 1903, and was not then in the classified service, but became classified by the revision of the rules. It appeared from the evidence in the case that Mr. Knight was at the time of the investigation a member of the campaign committee and finance committee of the Republican city committee; that he was a member of the Republican city committee for the Forty-fifth Ward, and that he was well known to be and admitted that he was a member of the Republican organization of the Forty-fifth Ward of Philadelphia, and, in the language of Philadelphia politics, was known as the "leader" of the Forty-fifth Ward. All these activities were clearly in violation of the instructions contained in the letter of the President of June 13, 1902. Mr. Knight admitted that he had had knowledge of that letter for more than two years, and during that time he had violated the directions of the letter in regard to the com[illegible] classified service, not only as above stated, but by serving as a del[illegible] Republican State convention and as a worker at the polls. It a[illegible]

the active leader or ward boss his intention was to distribute patronage contracts and other favors in connection with the municipal treasury to the followers of the Republican organization. It also appeared that his service on the finance committee was a violation of the provision of the law in regard to collection of political assessments, as the finance committee collected assessments from Federal officeholders of Philadelphia. While Mr. Knight did not allow his name to be used on circulars for the collection of assessments it appeared that the finance committee delegated some person or persons to collect such assessments and received the same with the full knowledge of whence the money came. There was also testimony to support the charge that Mr. Knight was neglecting the duties of his office. Mr. Knight's attitude during the investigation was defiant, and he announced that he purposed to carry on his activities in the future as in the past.

The report of the investigation was referred to the Department of Commerce and Labor with a recommendation that Mr. Knight be removed from the service. The Department informed the Commission on August 10 that Mr. Knight had been requested to place his resignation in the hands of the Department at an early date.

Philadelphia, Pa.—Case of Harry J. Orrell.

On complaint of the Civil Service Reform Association of Pennsylvania an investigation was made of charges of political activity against Harry J. Orrell, chief engineer of the United States Mint at Philadelphia. It was found that Mr. Orrell had been financial secretary of the Thirty-seventh Ward Republican League Club since 1902, and as such had collected from many persons, some of them Federal officials, dues of said club. At the time of his appointment as financial secretary he was in the classified service and has been in the classified service ever since. In 1905 he was warned by the secretary of the Civil Service Reform Association of Pennsylvania in regard to his political activity in violation of the President's rule. There was a great diversity of testimony in regard to Mr. Orrell's conduct after the receipt of this warning. The members of one party testified that he was exceedingly active, while Mr. Orrell and the members of another party testified that he had not been active during the past year. If the evidence of his activity at the polls had been conclusive the Commission would have recommended his removal from the service. It did, however, recommend to the Secretary of the Treasury that he be directed to sever his connection as an officer of the Thirty-seventh Ward Republican League Club, and that some penalty less than absolute removal be imposed. The Department informed the Commission in reply that Mr. Orrell had been suspended from duty for fourteen days, and that he had resigned as financial secretary of the Thirty-seventh Ward Republican League Club.

Philadelphia, Pa.—Case of J. Patrick Lyon.

In February, 1908, it was brought to the attention of the Commission that Mr. J. Patrick Lyon, an unclassified laborer in the office of the United States appraiser at Philadelphia, had been politically active at the polls on the spring election day, February 18, 1908. Mr. Lyon had stated to a member of the Civil Service Reform Association of Pennsylvania that he was an unskilled laborer and therefore not in the classified service, so that the President's orders in regard to political activity of competitive employees did not apply to him.

In a similar case, that of William Strauss, an unclassified laborer in the Schuylkill Arsenal at Philadelphia (Twenty-second Report, p. 118), the Secretary of War issued instructions that laborers and all unclassified employees as well as classified employees should be regarded as within the scope of the De-

partment's Circular K, of September 1, 1904, relating to political assessments and partisan activity of officeholders, and that the attention of all unclassified employees at the arsenal be brought to the matter at once.

The Commission referred the case of Mr. Lyon to the Secretary of the Treasury, inviting attention to the action of the Secretary of War in similar cases and stating that since laborers now receive their appointments by a species of examination and hold them practically during good behavior it was believed they should be subject to the same restrictions as to political activity as persons in the classified service. It was further requested that in case the opinion of the Commission met with the approval of the Department, Mr. Lyon and other employees under the control of the Department be informed that the principle set forth in Rule I, prohibiting competitive employees from taking an active part in political management or in political campaigns, be applied to unskilled laborers. The Department replied that there was some doubt in regard to the extent of the activity of Mr. Lyon on February 18. The Department stated, however, that the appraiser at Philadelphia had been advised that the restrictions as to political activity are held to apply to unclassified laborers, and had been instructed to admonish Mr. Lyon that any further activity on his part in matters pertaining to politics would be regarded as a violation of the President's order, and that he would be dealt with accordingly.

Port Townsend, Wash.—Case of Thomas T. Aldwell.

In an article which appeared in the Seattle Post Intelligencer on March 19, 1908, it appeared that Mr. Thomas T. Aldwell, a deputy collector of customs at Port Angeles, Wash., was a member of the Republican State committee of Washington, and that at a meeting of that committee he made a political speech. In an investigation of the matter it appeared that Mr. Aldwell had been a member of this committee for about two years, and that at the meeting on March 18, at the solicitation of a number of Republicans, he made a political speech. Since it appears that Mr. Aldwell's action was taken before the Commission's letter to the President of March 26, 1908, in which it was announced that more stringent measures would be taken in the future in regard to political activity, the Commission stated to the Secretary of the Treasury that it was believed that the case might be disposed of if Mr. Aldwell were reprimanded and directed to retire from the political committee. The Department replied under date of April 30 that the collector at Port Townsend had been instructed to take action in accordance with the Commission's recommendation.

St. Louis, Mo.—Federal officers and employees.

It appeared that Deputy Collector of Internal Revenue Horace G. Beedle was serving as a member of the Republican Congressional committee of the Tenth Congressional district of Missouri. As his membership on this committee was in violation of Rule I, he was requested in January, 1908, to resign from this committee. Under date of January 31, 1908, Mr. Beedle informed the Commission's district secretary at St. Louis that he was no longer a member of the committee.

It was also charged that Thomas J. Atkins, assistant treasurer; E. B. Allen, collector for the first internal-revenue district of Missouri; Benjamin F. Russell, deputy collector of internal revenue of the same district, and E. W. Flentage, postmaster at Cape Girardeau, Mo., were unusually active in politics. Mr. Russell was the only one of the employees mentioned who was in the competitive classified service. On the recommendation of the Commission the Commissioner of Internal Revenue addressed a letter to the collector of the first district requesting him to advise Mr. Russell that further disregard of the civil-service rule would result in his suspension from duty or separation from the

service. The cases of Messrs. Atkins and Allen were referred to the Treasury Department, and the case of Mr. Flentage to the Post-Office Department, as these employees did not come within the rule. The Post-Office Department replied that a communication had been addressed to the postmaster regarding the complaint and a circular relative to political activity in the Federal service had been forwarded to him with the information that he was expected to comply strictly with its provisions.

Sixth Internal-Revenue District of Virginia.

In March, 1908, it was found that two deputy collectors of the sixth internal-revenue district of Virginia had taken an active part in political management or in campaigns in contravention of section 1 of civil-service Rule I. These employees were C. L. Pritchard and C. E. Gentry. It appears that they were delegates to a district convention at Luray, Va., on March 11, 1908; that Mr. Pritchard was nominated for Congress by the convention, was a member of the State committee, and was to be a delegate to the State convention at Lynchburg on April 8, 1908; that Mr. Gentry, at the district convention on March 11 seconded the motion for the election of a temporary chairman, moving that the temporary organization be made permanent, and served as chairman on the committee on nominations and presented the report of that commitee. It also appeared that Mr. Pritchard was active in the county convention at Front Royal on March 7, 1908, his activity consisting in the nomination of a temporary chairman, serving as chairman on the committee on resolutions, and taking part in a discussion which followed the offer of a certain amendment to the report of the nomination of Mr. Pritchard for delegate to the State and district conventions. His activity in the district convention on March 11 consisted in his service as a delegate, making motions, and a speech of acceptance when nominated for Congress.

The matter was referred to the Treasury Department, which replied, under date of May 14, that Messrs. Pritchard and Gentry had been reprimanded for their political activity, and that Mr. Pritchard had resigned from the membership of the State committee and had withdrawn as a candidate for Congress. The Department stated that the collector of the sixth internal-revenue district of Virginia had called the attention of all classified employees in his district to the restrictions in regard to political activity.

Staunton, Va.—Case of R. A. Fulwiler.

In an investigation conducted jointly by the Post-Office Department and the Civil Service Commission it was shown that Postmaster R. A. Fulwiler, of Staunton, Va., made an improper offer through E. L. Conner, assistant postmaster at Lexington, Va., to T. H. Boley, chairman of a Republican primary meeting. Mr. Conner stated that Mr. Fulwiler asked him to see Mr. Boley and have him cooperate with the organization people, and as an inducement for such cooperation suggested that if the city free-delivery service was established in Lexington Boley could take the examination and would stand a good chance of appointment. Conner further stated that he went to Boley and told him what Mr. Fulwiler had suggested, which statement was corroborated by that of Boley. It also appeared that 12 persons connected with the Staunton, Va., post-office attended the Republican mass meeting at Staunton in August, 1906, and that some of these employees were invited by the postmaster to attend, although no threats were made. The evidence showed that the postmaster was very active in the mass meeting referred to, and that he buttonholed voters and tried to get them on his side of the house. The matter was referred to the Post-Office Department, which informed the Commission that it had ad-

monished Mr. Fulwiler in regard to his political activity, but as the evidence was not conclusive that he had intentionally violated the President's order no further action than that stated had been taken.

FRAUDS OR IRREGULARITIES IN CONNECTION WITH EXAMINATIONS, ETC.

Alexandria, Va.—Case of John W. Turner.

On June 21, 1905, John W. Turner, of Alexandria, Va., filed an application for the position of (stationary) fireman. There were evidently alterations in the vouchers, and the secretary of the local board at Alexandria was requested to investigate the matter. He furnished statements from the two persons who signed the vouchers showing that certain answers found in the papers had not been made by them.

The application was canceled, the applicant barred from future examinations, and the case referred to the Department of Justice for prosecution under section 5418 of the Revised Statutes.

The United States attorney for the western district of Virginia advised the Department that the indictment was laid before the grand jury at the January, 1906, term, and was returned "not a true bill."

Ashland, Ala.—Case of Robert W. Riddle.

On August 27, 1907, the name of Robert W. Riddle was certified for appointment as rural carrier at Ashland, Ala. In his application Riddle stated that he had never been convicted of or indicted for any crime or misdemeanor. Subsequent to his appointment, however, it was ascertained that he had been indicted and convicted in the United States court for violating the postal laws. The matter was brought to the attention of the Post-Office Department with the suggestion that Riddle be removed for the false statement made by him in his application. On November 22 the Department reported that an order had been issued for the removal of Riddle, effective November 30.

Brunswick, Ga.—Case of Archie Bussey.

Among the applicants for the position of janitor in the custodian service at Brunswick, Ga., in an examination held December 12, 1906, was one Archie Bussey. From the showing of his papers he was entitled to the high average of 99 per cent, but it transpired that while in answer to question 22 of the application blank he had stated that all the answers to the preceding questions were in his own handwriting, such was not the fact, a person other than Bussey having filled out the blank. The Commission canceled Bussey's examination and placed his name upon the barred list.

Chicago, Ill.—Case of T. E. Walsh and A. B. Bonhomme.

On May 29, 1907, the Commission received information that Thomas E. Walsh, who had been certified for appointment as meat inspector at Chicago, had been impersonated in the examination which he was supposed to have taken on August 18, 1906, and that Arthur B. Bonhomme was probably the man who had taken it for him. Investigation proved this to be the case and confessions were secured from both Walsh and Bonhomme. It was also admitted that Bonhomme had completed the application upon which Walsh had been admitted to the examination.

On October 16, 1907, both Walsh and Bonhomme pleaded guilty to an indictment charging violation of section 5440 of the Revised Statutes and were sentenced to pay fines of $200 and costs.

Chicago, Ill.—Case of James and Charles Elmer Watson.

James Watson was appointed tagger at Chicago in May, 1906. He resigned June 3, 1906, but in the same month applied for reinstatement and assignment to duty at East St. Louis, Ill. An inspection of his papers in connection with this request aroused suspicion that he had been impersonated in his examination by his brother, Charles Elmer Watson, a clerk in the Navy Department, in whose handwriting the examination seemed to be, and who had, moreover, evidently written all the letters, applications, etc., received from James Watson, except the declaration of appointee executed on entering the service at Chicago. Investigation proved that on April 8, 1905, James Watson, who was supposed to have been examined in Washington on that day, was actually at work in a mine in Carbondale, Ill., while his brother was on leave from the Department.

Thereupon warrants were obtained against both Charles Elmer Watson and James Watson, and the former was arrested and held in $1,000 bond for the action of the grand jury. James Watson disappeared and remained for about nine months a fugitive from justice.

In December, 1906, indictments were found by the grand jury in Washington against the Watsons for conspiracy, and Charles Elmer Watson was again released under a $1,000 bond to await trial.

In preparing papers for the trial it was discovered that Charles Elmer Watson had forged the vouchers on certain applications for examinations which he had taken in his own name. On presentation of this evidence the grand jury returned an indictment for false writing. Thereupon he disappeared. When the cases were called for trial the bonding company failed to produce him, and his bond was declared forfeited. Up to this time his whereabouts has not been ascertained.

James Watson was finally arrested near his home at Carbondale, Ill. He was brought to Washington, was arraigned, and pleaded guilty. As his offense seems to have been largely the result of ignorance, the plan having originated wholly with his brother, a sentence of nine months' imprisonment was in his case considered a sufficient punishment.

Fredericksburg, Pa.—Case of Jacob E. Behney.

On account of false statement in regard to his height in an application for the railway mail clerk examination held at Harrisburg, Pa., on March 31, 1906, Jacob E. Behney, alias Jacob A. Baney, was debarred by the Commission from future examinations. He subsequently applied for the railway mail clerk examination held at Trenton, N. J., on April 1, 1907, and was examined, as he stated in his application that he had never been barred from examinations by the Commission. The examination was subsequently canceled and he was notified that no other applications would be received from him.

On July 3, 1907, he filed an application under the name of "Jacob A. Baney," for the rural carrier examination held at Lebanon, Pa., on July 20, and stated therein that he had never been barred from examinations. On September 23, 1907, an application was received from him under the same name for the farmer examination, Indian Service, in which he stated that he had never been barred from examinations, and made no mention of having filed two applications for the railway mail service. The application for farmer was canceled and the local secretary at Harrisburg was directed to swear out a warrant and have him arrested for violations of sections 5418 and 5392, Revised Statutes. This was done and Behney was held in the sum of $300 for trial at Harrisburg on December 2, 1907.

Under date of December 10, 1907, the local secretary reported that the court accepted Behney's plea of guilty as to falsifying in his applications and sentenced him to pay a fine of $75.

Grafton, W. Va.—Post-Office officers and employees.

On June 22, 1906, the Commission received a letter charging that there had been irregularities in the conduct of examinations and the administration of the post-office at Grafton, W. Va. Secretary Fisher of the fourth district was, under date of August 13, directed to proceed to Grafton for the purpose of investigating charges of irregularities in examinations held in that city. He made a thorough investigation and under date of August 23 submitted a full report to the Commission, showing that D. G. Kunst, local secretary, had in the examination of February 21, 1903, given one of the competitors assistance. The investigation also disclosed the fact that the postmaster had probably not strictly observed the civil-service law and regulations in making a selection for appointment from a register of eligibles.

On account of the statute of limitations, the local secretary could not be prosecuted, but he was promptly relieved of membership on the board and a letter was written to the Post-Office Department requesting his removal from the service. Charges were preferred against Mr. Kunst by the Department and he was allowed ten days in which to submit his written defense. On October 4, the Post-Office Department reported that on that date he had been removed from the service. At a later date he was by minute of the Commission also debarred from future civil-service examinations.

Under date of September 8, 1906, a letter was addressed to the President calling his attention to the action of the postmaster in regard to the appointment of certain eligibles. On December 19 the Post-Office Department advised the Commission that a post-office inspector had reported that while he believed the postmaster to have been indiscreet in expressing his interest in one of the competitors just prior to an examination, and unduly aggressive in endeavoring to secure the declination of an eligible, yet no trace of corrupt motives on his part could be found, and as the charges were more than three years old he did not believe the postmaster should be denied reappointment on account of his actions in this regard. The postmaster was not reappointed.

Grand Junction, Colo.—Case of E. W. Cotes.

An examination taken by E. W. Cotes for the position of industrial teacher in October, 1898, was canceled on account of his having been convicted of forgery. In his application for the post-office service in 1901, from which he was appointed a carrier at Grand Junction, Colo., he failed to show indictment or conviction for any crime. The case was investigated by the secretary of the eleventh district, and the papers were submitted to the Postmaster-General for such action as he might think proper, the Commission not desiring to make any recommendation in the case. Under date of September 26, 1905, the Post-Office Department advised the Commission that Mr. Cotes had on that day been removed from the service for misstatement of facts in his application for the clerk-carrier examination.

Subsequently, Mr. Cotes filed an application for the post-office examination held at Grand Junction on February 9, 1907. This application was submitted to the Commission for appropriate action. Information in regard to the status of Mr. Cotes in the community was requested, and statements from the mayor of Grand Junction and the local secretary were submitted recommending him for the Government service. A transcript of the court record showing his conviction for forgery was also called for and furnished. After careful consideration of

the facts set forth the Commission decided that the bar to Mr. Cotes's examination should not be removed.

Greenville, Miss.—Case of Stephen E. Shannon.

On October 18, 1906, an application was received from Stephen E. Shannon, of Lucas, Miss., for the position of gardener, in which it was evident that the vouchers and application were in the same handwriting. Mr. Shannon's attention was invited to this fact, but the charge was denied by him. Further investigation showed conclusively that he had made a false statement in his application, and by minute 6 of March 21, 1907, his application for gardener was canceled and he was debarred from future examinations. He had also taken the examination for the post-office service at Greenville, Miss., on August 4, 1906, and the subclerical examination at Vicksburg, Miss., on October 4, 1906, but in view of the minute of March 21 his eligibility was canceled upon all registers.

Hackensack, N. J.—Case of Maurice J. O'Connell.

Maurice J. O'Connell was examined for the post-office service at Hackensack, N. J., on September 9, 1905, and attained an average of 85.60. He was appointed substitute carrier on December 8, 1905, when it was learned that he was blind in the right eye. An examination of his medical certificate showed an erasure in the answer to question 4 relative to his eyesight, and the physician who examined him stated that the alteration was not made by him.

On March 16, 1906, the case was referred to the Department of Justice with a view to the prosecution of Mr. O'Connell under sections 5392 and 5418, Revised Statutes, and the papers were referred to the United States attorney for the district of New Jersey for appropriate action. On June 27 the district attorney returned the papers to the Department of Justice with the information that the facts had been duly presented to the grand jury, but that there had been a failure to indict. In response to further inquiry from the Department the United States attorney stated that in his opinion the evidence presented to the grand jury might have warranted a legal conviction and that he thought that the grand jury, under the evidence presented, would have been justified in returning a true bill. The Department accordingly returned the papers to the attorney with instructions to again present the matter to a grand jury. The case was presented to the September, 1906, grand jury, who heard the evidence but found no indictment.

On March 15, 1906, the attention of the Post-Office Department was called to the case, and on April 20 Mr. O'Connell was removed from the service.

Hillsdale, Ill.—Case of J. H. McCartney and Frank A. Walker.

James H. McCartney and Frank A. Walker, both of Hillsdale, Ill., were admitted to the rural carrier examination held January 5, 1907, by the local board of examiners at Rock Island, Ill. With the return of the examination papers to the Commission the local secretary reported that McCartney and Walker had been detected in the act of exchanging papers during the examination; that McCartney afterwards called upon the postmaster at Rock Island and offered to pay $100 rather than to have the matter become public, and that he also called upon the assistant postmaster and the local secretary and in their presence admitted that the "game" was premeditated by him for the purpose of repaying a political debt. Upon investigation it was ascertained that McCartney and Walker had each written the examination paper to which the name of the other was signed. They were arrested on a charge of violation of section 5440, Revised Statutes, and on January 25 brought before the United States commissioner. They waived examination and were released on bonds of $1,000

each to await the action of the grand jury which met in Peoria, Ill., April 16, 1907. They were indicted, both of them plead guilty, and each was fined $200 and costs.

Roanoke, Va.—Case of Albert Evans.

On March 22, 1907, the secretary of the fourth civil service district received an application from Albert Evans for the post-office service at Roanoke, Va. The handwriting in the jurat and the two vouchers being similar, an inquiry was made, which disclosed the fact that none of the persons whose names were signed to the vouchers executed them. Upon being interviewed Evans admitted that the jurat and the vouchers had been executed and signed by him. As it appeared that he was guilty of forgery and of transmitting to the Commission false writings, contrary to the provisions of section 5418, Revised Statutes, the case was referred to the United States attorney for the western district of Virginia for prosecution. The case came before the court on June 18 and Evans pleaded guilty and was sentenced to pay a fine of $50. In his report the district attorney stated that on account of various extenuating circumstances it was considered by the court and the prosecuting attorney that a fine of $50 was a proper disposition of the case.

MISCELLANEOUS.

Augusta, Ga.—Case of John A. Tolbert.

In June, 1907, the assistant postmaster at Augusta, Ga., charged that John A. Tolbert, an eligible on the carrier register for the Augusta, Ga., post-office, offered him 50 per cent of his earnings for the first twelve months' service if he would secure him a position in the Augusta post-office.

The matter was investigated by the Commission and as the evidence seemed to support the charge Mr. Tolbert's name was removed from the eligible register and he was debarred from further examination pending the investigation of the case by the grand jury of the United States court at Augusta, Ga.

Bascom, Fla.—Rural carriers.

A rural carrier examination was held June 30, 1906, in which Hosie D. Olive and Sim W. Pritchett, both from Bascom, Fla., were competitors. Olive received a higher rating than Pritchett. The Commission received a letter, dated July 24, signed Hosie D. Olive, asking that his name be erased from the register. The request was complied with and receipt of the letter acknowledged. Pritchett's name was later certified and he was appointed. After the appointment had been made a letter of inquiry was received from Olive which made it evident that the letter of withdrawal had not been written by him. Investigation developed the fact that Pritchett had forged and mailed to this office the letter withdrawing from the register the name of Olive; that he was at that time a clerk in the post-office at Bascom and had intercepted letters from this office to Olive and from Olive to this office. He was arrested and upon a charge of violating sections 3891 and 5480 of the Revised Statutes, and section 5 of the civil-service act, plead guilty. Upon the Commission's statement of the facts the Post-Office Department promptly removed Pritchett from the service and the Commission debarred him from admission to all future civil-service examinations. During the February term of the United States court at Tallahassee, Fla., Pritchett plead guilty and threw himself upon the mercy of the c t. He was fined $200. Olive's name was restored to the register was appointed. The postmaster, James W. McKnig t February, 1907, term under section 3891, Rev term he plead guilty and was fined $100.

Donalsonville, Ga.—Case of Thomas W. Weaver.

Thomas W. Weaver was examined for rural letter carrier September 22, 1906. One of his competitors received a higher rating. The Commission subsequently received communications protesting against the appointment of the highest eligible. Strong evidence was found upon investigation tending to prove that Weaver had forged several letters in an endeavor to discredit his competitor. He was indicted in December, 1906, for violation of section 5418 of the Revised Statutes, and in December, 1907, plead guilty to the indictment and was fined $250.

Manson, N. C.—Case of Robert J. Stewart.

On August 21, 1907, the Commission received an application from Robert J. Stewart for examination for rural letter carrier at Manson, N. C. In this application and accompanying affidavit Stewart stated that he was born July 15, 1869, in Canada. As the applicant was unable to furnish proof of citizenship his application was canceled and notice of cancellation sent August 26. On September 20, 1907, the Commission received an application from Stewart, the application being signed "Robert Stuart," which showed that the applicant was born in North Carolina. Stewart was examined on October 5 for rural carrier, signing the name of Robert Stuart to his examination paper, upon which he was given an eligible rating. On October 10 the Commission received letters signed "Hugh Ayscue" and "John Cheek" protesting against the appointment of the highest two eligibles. It was found as a result of the investigation by a representative of the Commission that Stewart had forged these letters and transmitted them to the Commission in the hope of discrediting two of his competitors and had executed the two applications filed under different names. Stewart was indicted in the United States court for the eastern district of North Carolina for a violation of sections 5392 and 5418, Revised Statutes, pleaded guilty and was fined $500 and costs.

LEGAL OPINIONS AND DECISIONS AFFECTING THE APPLICATION OF THE LAW AND RULES.

OPINIONS OF ATTORNEYS-GENERAL.

Civil service—War Department—Reinstatement of former clerk.—A soldier's widow, formerly employed in the War Department under an appropriation for emergency clerical work made necessary by the war with Spain, who resigned from her position on December 31, 1900, which position was covered into the classified service by section 3 of the act of April 28, 1902 (32 Stat., 171), is eligible, under Rule IX of the civil-service regulations, to reinstatement in that Department.

Rule IX, as amended, which provides for the reinstatement of a person separated without delinquency or misconduct from a "competitive position," means the separation from a position "competitive" at the time of the request for reinstatement and not that the position must have been competitive at the time of such separation.

Opinions of June 23 and August 27, 1902 (24 Op., 81, 103), approved. (Opinion of June 13, 1906.)

Executive Departments—Transfer of clerks and employees.—The terms "Departments," or "Executive Departments," as used in acts of Congress and in the Revised Statutes invariably apply to one or more of the several Executive Departments mentioned in section 158, Revised Statutes, or included within

the terms of that section by subsequent enactments unless a different meaning is clearly indicated by the context.

The term "Department," as used in laws relating to the civil service, is distinguished from "office," "bureau," and "branch;" and subordinates of the several Executive Departments are distinguished from employees of the last-mentioned governmental agencies.

It is lawful for the Civil Service Commission to consent to the transfer of a classified employee from an independent office of the Government to a Department or another independent office or bureau, although such employee may not have served three years in the office or bureau from which he seeks transfer, as is required by section 5 of the act of June 22, 1906 (34 Stat., 389, 449), of clerks and employees of the Executive Departments.

The "field force" of an Executive Department—that is, its classified employees under its immediate control, as inspectors, examiners, and agents, though employed usually or invariably away from the seat of government—are governed by the above-mentioned statutory provision with regard to transfers.

The United States Civil Service Commission, the Government Printing Office, the Interstate Commerce Commission, and the Smithsonian Institution are independent of any of the Executive Departments mentioned in section 158, Revised Statutes.

The Bureau of Insular Affairs is an integral part of the War Department.

The provisions of the act of June 22, 1906 (34 Stat., 449), with regard to transfer of clerks and employees, are not applicable to the Philippine Commission or to the Isthmian Canal Commission. (Opinion of March 29, 1907.)

Civil service—Transfer of clerks and employees.—The three years' limitation as to transfers in the Executive Departments prescribed by section 5 of the appropriation act of June 22, 1906 (34 Stat., 389, 449), does not apply to employees and subordinates in post-offices, pension agencies, custom-houses, ordnance establishments, subtreasuries, navy-yards, and quartermasters' establishments.

The language of that act imports that the persons to which it applies are actually in the Departments at the seat of government, or that the performance of duties away from such Departments is by direct orders from and under supervision by those Departments.

The rule laid down by Attorney-General Devens (15 Op., 262, 267) as to what bureaus and offices may be deemed bureaus and offices in any of the Executive Departments, approved and held applicable.

Although debates in Congress are not appropriate sources of information from which to discover the meaning of an act of Congress, yet the Supreme Court has, on occasion, examined the reports of committees of either House with a view to determining the scope of statutes passed on the strength of such reports. (United States *v.* Binns, 194 U. S., 486, 495.) (Opinion of May 17, 1907.)

Civil service—Eligibility—Members of the same family.—The Civil Service Commission can not refuse to examine an applicant upon the ground that he may subsequently be disqualified for appointment under section 9 of the civil-service act of January 16, 1883 (22 Stat., 406), but it may inform persons to whom appointments could not be tendered at the time of examination that unless the disability is removed before their names are reached for certification, they can not be certified.

The Commission is authorized and required to withhold from certification the name of any person where two or more members of the same f
already in the public service under the civil-service act.

Congress probably intended that all questions in regard to eligibility under the civil-service law should be decided by the Commission. (Opinion of May 25, 1907.)

An applicant for a position in the competitive classified service who resides with her father, a clerk in the Post-Office Department, and who has two brothers also in the classified service who maintain separate homes apart from their father, is entitled to appointment if otherwise qualified under the civil-service law.

Children who have established and maintain separate homes apart from their parents are no longer members of the same family as their parents within the meaning of section 9 of the civil-service act of January 16, 1883 (22 Stat., 406). (Opinion of July 12, 1907.)

Deputy collectors of internal revenue—Classified service—Appointment.—Deputy collectors of internal revenue would seem to be officers of the United States, at least in the sense that they are subject to classification under the civil-service law; but if not officers, they are employees of the United States, and, considered as either, the President has the right to include them in the competitive classified service.

Deputy collectors of internal revenue can not be considered employees of the collector.

Congress may place any restrictions it pleases upon the employment, by officers of the United States, of any kind of servants to assist them in the discharge of their duties.

Congress undoubtedly intended that the provisions of the civil-service law, so far as these provided for the organization of a classified service, should be extended to all persons engaged in the legitimate civil work of the executive branch of the Government, whether such persons were or were not technically in the employ of the United States.

A newly appointed collector of internal revenue has a legal right, upon taking office, to drop from the service any deputy collector in commission and to appoint deputies of his own selection in accordance with the rules of the Civil Service Commission.

The civil-service law limits the power of removal in no respect except for the single act of failure to contribute money or services to a political party.

An employee's fitness, capacity, and attention to his duties are questions of discretion and judgment, to be determined by his superior officers, and such questions are beyond the jurisdiction of any court.

The rules regulating the power of removal may be repealed, altered, or amended at the pleasure of the President. They have merely the force of an Executive order and do not give the employees within the classified service any such tenure of office as to confer upon them a property right in the office or place.

A vacancy occurring in the office of collector of internal revenue and the appointment of a successor would seem to have the effect, under section 3149, Revised Statutes, of vacating the offices of the deputy collectors.

It is the duty of the newly appointed collector to fill the offices thus vacated either by recommissioning the deputies in service by an instrument in writing given under his hand or by selections either from the eligible register or by transfer from other positions in the classified service, the precise method to be adopted being within the administrative discretion of the collector.

Section 3149, Revised Statutes, seems to require that a deputy collector of internal revenue should be appointed by the collector in commission by an instrument in writing under his hand.

There is nothing in the civil-service law which in any way interferes with the right of the collector, under section 12 of the act of February 8, 1875 (18 Stat., 307), to require bonds of his deputies, payable to himself, for his protection against their neglect, default, or wrongdoing.

The recognition in a Federal statute of a person in the public employ as an officer of the United States constitutes such person an officer. (Opinion of September 3, 1907.)

The following extracts from the text of the opinion are of particular interest to friends of the merit system.

In an opinion rendered to the Secretary of War my predecessor, Attorney-General Moody, said:

I think it a mistake to suppose that in order to bring such appointments within the purview of the general law (civil-service law) it would be necessary to state specifically in the act authorizing them that they are to be made as thus prescribed, or as provided by law, or that such idea be expressed in any form. On the contrary, I think that in order to exempt such appointments from the operation of the general law a specific exemption therefrom would be required. (25 Op., 341, 343.)

It seems clear, then, (1) that the language of the third clause of section 6 of the civil-service act is apparently broad enough to include deputy collectors; (2) that they are not among the classes specifically excluded from classification under section 7 of the act; (3) that the intent of Congress, as evidenced by the reports of the committee having charge of the civil-service bill, seems to be to include all subordinate places in the executive civil service of the country; (4) that administrative officers have uniformly regarded deputy collectors of internal revenue as classifiable, and (5) that in order to except any appointees from the purview of the civil-service act such exclusion should specifically and clearly be so stated.

Any doubt that may exist as to the propriety of the classification of deputy collectors of internal revenue must arise from uncertainty as to their legal status. It is obvious that a deputy collector must be either (*a*) an officer of the United States, (*b*) an employee of the United States, or (*c*) an employee of the collector appointing him. It is, in my judgment, immaterial to which one of the three classes deputy collectors are held to belong, so far as the right of the President to classify them is concerned.

* * * * * * *

It is not necessary at this time to consider whether the President could properly permit officers unconstitutionally appointed to discharge public duties and receive pay from public funds. If he does this in fact, whether properly or improperly, he certainly can with propriety treat such officers *de facto* as subject to classification. It would indeed place him in a wholly untenable position to maintain that the constitutionality of the appointment of these officers was insufficient to authorize their classification, but sufficient to permit their receiving pay, collecting taxes, seizing property, enforcing the laws of the United States, and suffering criminal consequences for delinquencies in such enforcement.

* * * * * * *

Assuming, however, *argumenti gratia*, that they can be considered as employed by the collectors and not by the United States, does this assumed fact present any obstacle to their classification under the civil-service law? It seems clear that it does not. It can not be seriously denied that Congress may put any restrictions it pleases upon the employment by officers of the United States of any kind of servants to assist them in the discharge of their public duties. For example, by the act of 1825 relating to the post-office, contractors employed to carry the mails were forbidden to employ other than free white persons for this purpose. This was clearly a valid provision. (United States *v.* Belew, 24 Fed. Cas., 1080.) This discretionary power may be delegated to the President, or even to some inferior officer, if Congress sees fit. Indeed, it may be questioned whether, in the absence of any statutory provision, the President *motu proprio* as a part of his constitutional duty to "take care that laws be faithfully executed," would not have the right to prescribe any res

able regulations of this character looking to that end. It is not, however, necessary to determine this question here. The civil-service law, which was approved January 16, 1883, *supra*, repealed or nullified by implication any inconsistent provision in the acts of 1878 or 1879 relating to the Internal Revenue Bureau, so that if there be any repugnancy between these acts (which I do not think there is) this fact has no weight in the question under discussion. By section 6, as above quoted, the several "clerks and persons employed by the collector, naval officer," etc., in each customs district, and also "persons being in the public service at their respective offices," were made subject to classification. So "clerks and persons employed" (by whom is not stated) "or in the public service, at each post-office, or under any postmaster," are likewise subject to classification. Finally, the Cabinet officers and "each head of an office" (not, be it noted, of a Department, bureau, or even division) is required, under the direction of the President, to revise any existing arrangement "of those in their respective Departments and offices" so as to effect the classification of "subordinate places, clerks, and officers in the public service" not previously classified.

It can hardly admit of doubt that a collector of internal revenue is a "head of an office" under the provisions of the section last quoted, and that his deputies, even if they be not officers or employees of the United States, nevertheless hold "subordinate places" in his office, and may be classified, if employed by him, just as persons employed by collectors of customs or naval officers, or by anybody at post-offices, or under postmasters, must be classified in cases mentioned in the first and second clauses of section 6. In other words, I think that Congress undoubtedly intended that the provisions of the civil-service law, so far as these provided for the organization of a classified service, should be extended to all persons engaged in the legitimate civil work of the executive branch of the Government, whether such persons were or were not technically in the employ of the United States. * * *

The civil-service law limits the power of removal in no respect except for the single act of failure to contribute money or services to a political party. (Civil-service act, sec. 13.) An employee's fitness, capacity, and attention to his duties are questions of discretion and judgment to be determined by his superior officers. Such questions are beyond the power of any court. (Taylor *v.* Taft, 203 U. S., 461.)

The rules regulating the power of removal were made by the President, and may be repealed, altered, or amended at his pleasure. They have merely the force of an Executive order, and do not give to the employees within the classified service any such tenure of office as to confer upon them a property right in the office or place. (Morgan *v.* Nunn, 84 Fed., 551.)

Appointment—Retired officer of Revenue-Cutter Service—Civil officer.—The President has authority to appoint, without compliance with the civil-service rules, a retired officer of the Revenue-Cutter Service whose pay amounts to $2,625 per annum to superintend the construction of self-righting and self-balancing lifeboats and other life-saving apparatus for such period as his services may be required, at a rate of compensation to be fixed by the Secretary of the Treasury.

The civil-service act authorizes the making of special exceptions from the provisions of the rules promulgated thereunder, provided the exceptions are set forth in connection with the rules and the regulations therefor stated in the annual reports of the Civil Service Commission.

Such employment will not be an appointment to an office as contemplated by the act of July 31, 1894 (28 Stat., 205). (Opinion of November 15, 1907.)

Civil-service law—Temporary appointments.—The temporary force of employees, to be selected and employed by the Secretary of the Interior, for the reproduction of the records and files of the offices of surveyor-general and register and receiver of the land office at San Francisco, Cal., which were destroyed by the earthquake and fire, as provided in the act of June 22, 1906 (34 Stat., 429, 430), and the persons to be selected by the Secretary of the Interior, under the act of March 4, 1907 (34 Stat., 1333), to make transcripts of records and

plats in the General Land Office, must be appointed as a result of open competitive examinations, held under the provisions of the civil-service law.

Where Congress in an appropriation act makes use of the very term employed in the civil-service act in describing appointments to be made in accordance with its provisions, it is manifest that there was no intention to waive the requirements of the civil-service law. (Opinion of February 12, 1908.)

Civil Service Commission—Approval of promotions.—There is nothing in the civil-service act of January 16, 1883 (22 Stat., 403), nor in section 4 of the act of August 5, 1882 (22 Stat., 255), which prohibits the Civil Service Commission from approving a promotion, otherwise unobjectionable, if it is informed that the appointing officer expects or intends to assign to the appointee duties not included within the designation given to his position in the specific appropriation providing for his compensation.

Neither is there anything in either of those acts preventing the certification by the Commission of eligibles for a vacancy from registers not designating functions of the nature suggested by the title of the position given in a specific appropriated providing for the compensation of the employee.

The purpose of section 4 of the act of August 5, 1882, was to prevent the expenditure of public money in the employment of subordinate persons at the seat of Government out of appropriations made for general purposes, so as to insure the efficient control by the Congress not only over the amounts of money expended, but also over the number and character of subordinate officers and employees in the service of the United States and employed at the seat of Government.

The act of August 5, 1882, in no wise limits the discretion of the heads of the several Executive Departments as to the character of the work which shall be required of their several employees, but only as intended to prevent the employment of subordinate officers or employees at the seat of Government without specific appropriations for their payment. (Opinion of March 17, 1908.)

OPINION OF THE COMPTROLLER OF THE TREASURY.

Details of employees from one Department to another.—The head of one Executive Department is without authority to detail an employee of his Department for the performance of a duty required by the head of another Executive Department.

An employee of one Executive Department is not entitled to compensation for duty performed by him for another Executive Department, nor to reimbursement of expenses incurred by him in the performance of such duty. (Opinion of January 28, 1907.)

INEQUALITIES IN THE APPORTIONMENT.

In the body of the report (p. 11) attention is called to the difficulty of maintaining the apportionment, with special reference to the South Atlantic and Gulf States, which as a class have not received a proportionate re of apportioned appointments. The following table, on which were conclusions therein stated, shows the number of gr char tionment of each State, Territory, and the District of

1906, to December 5, 1907, arranged in the order in which first entitled to appointments on the latter date:

State, Territory, or District.	Transferred, reinstated, or promoted to apportioned positions.	Clerks.		Bookkeepers.	Stenographers and typewriters.		Technical and scientific.	Nonclerical.	Subclerical.	Miscellaneous (all other examinations).	Preference (already counted.)	Aggregate.
		Male.	Female.		Male.	Female.						
Porto Rico	.....	10	3	.....	1	.....	1	.....	1	.....	.....	16
Alaska	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	1
Hawaii	.....	1	.....	.....	1	.....	.....	.....	.....	.....	.....	2
New Mexico	3	1	.....	.....	.....	.....	.....	1	.....	.....	.....	5
Alabama	5	8	1	1	.....	3	3	1	15	.....	.....	37
Mississippi	2	8	4	1	2	5	2	.....	12	.....	.....	36
Louisiana	10	4	.....	.....	2	2	1	.....	27	.....	.....	46
Texas	6	13	2	1	2	4	6	.....	13	1	.....	48
Arkansas	4	4	5	6	.....	3	.....	3	10	1	.....	36
South Dakota	4	.....	.....	.....	3	.....	2	1	2	.....	.....	12
Tennessee	7	4	2	2	3	4	4	3	12	1	(2)	42
Oregon	3	.....	.....	.....	.....	2	.....	.....	3	.....	.....	8
Oklahoma	4	.....	1	5	.....	1	3	.....	1	.....	.....	15
California	5	.....	1	.....	2	4	14	2	1	2	.....	31
Washington	3	1	.....	2	1	.....	3	1	3	.....	(1)	14
Wisconsin	12	1	4	10	9	3	6	.....	5	1	.....	51
Missouri	18	11	2	12	10	7	13	4	13	.....	.....	90
North Dakota	4	1	2	.....	.....	2	2	.....	1	.....	.....	12
Kentucky	6	3	8	2	5	3	7	.....	11	2	(1)	47
Illinois	24	8	9	17	12	10	37	4	11	4	.....	136
Nebraska	5	1	.....	1	2	.....	8	.....	6	.....	(2)	23
Iowa	10	.....	1	11	4	4	24	.....	8	.....	.....	62
Georgia	11	2	5	2	5	4	9	6	24	1	(1)	69
Minnesota	6	.....	.....	3	10	2	16	1	6	2	.....	46
Idaho	1	2	.....	.....	.....	.....	1	.....	1	.....	.....	5
North Carolina	9	2	.....	4	5	3	13	2	17	.....	(1)	55
South Carolina	5	1	.....	.....	2	4	10	.....	13	.....	(1)	35
New Jersey	10	.....	.....	3	10	3	16	1	14	.....	.....	57
Indiana	10	.....	.....	.....	8	6	18	.....	11	.....	(1)	53
Michigan	7	3	.....	11	9	4	15	.....	5	2	.....	56
Utah	.....	1	1	.....	5	.....	5	.....	.....	1	(1)	13
Arizona	.....	.....	1	.....	.....	.....	1	.....	.....	.....	.....	2
Florida	6	.....	.....	2	1	3	5	1	3	.....	.....	21
New Hampshire	1	.....	.....	.....	1	2	8	.....	1	.....	.....	13
Kansas	8	.....	.....	.....	6	6	11	.....	4	.....	.....	35
Ohio	20	.....	.....	1	18	16	48	.....	16	.....	.....	119
Connecticut	2	.....	.....	.....	6	.....	13	.....	3	.....	.....	24
Maine	3	1	.....	1	5	3	10	.....	2	2	.....	27
Pennsylvania	46	.....	.....	5	49	17	53	1	37	2	(1)	210
Colorado	8	.....	.....	.....	1	.....	9	.....	.....	.....	.....	18
Montana	3	.....	.....	.....	3	1	2	.....	1	.....	.....	10
West Virginia	12	.....	.....	.....	7	2	1	.....	11	.....	.....	33
New York	52	.....	.....	3	53	24	95	4	31	5	(5)	267
Rhode Island	5	2	1	.....	7	2	5	.....	1	2	.....	25
Massachusetts	20	.....	.....	.....	44	3	59	2	6	3	.....	137
Vermont	1	.....	.....	.....	4	1	2	.....	1	.....	.....	9
Delaware	.....	.....	3	.....	.....	.....	.....	.....	1	.....	.....	4
Nevada	1	.....	.....	.....	1	.....	1	.....	.....	.....	.....	3
Virginia	16	1	.....	.....	25	18	12	5	35	.....	(1)	112
Wyoming	.....	.....	.....	.....	1	1	1	.....	1	.....	.....	4
Maryland	17	.....	.....	.....	26	9	35	1	37	5	(3)	130
District of Columbia	55	.....	.....	1	40	5	60	6	66	16	(29)	249
Total	473	97	53	107	418	202	670	50	503	53	(50)	2,626

Deducting the 473 appointments made through transfer, reinstatement, and promotion leaves 2,153 appointments through competitive examination. These appointments may be separated, according to qualifications required, into two general groups: (1) Those made from examinations requiring special training or technical or scientific knowledge, and (2) those made from examinations testing qualifications ordinarily acquired in the public schools or in ordinary vocations. The first group includes 107 appointments from the bookkeeper register, 620 from the stenographer and typewriter register, and 670 from technical

and scientific registers, a total of 1,397, or over 60 per cent of the appointments. The second group includes 150 appointments made from the clerk register, 50 from noneducational (mechanical trades) registers, 503 from subclerical (watchman, messenger, skilled laborer, etc.) register, and 53 from other examinations. The States and Territories which have received less than their share of apportioned appointments have failed to supply eligibles with the qualifications most called for, consequently, as shown by the above table, have received most of their appointments from the clerical and subclerical registers, which are better supplied.

THE MERIT SYSTEM IN STATES AND CITIES.

(Extract from Twenty-second Report, pp. 150–158, revised and amended to date.)

The economy and efficiency brought about by the competitive system of appointments in the Federal service have led to the application of merit principles in appointments in State and municipal institutions. The experience under the State civil service acts and charter provisions of cities has shown, as in the Federal service, that the competitive system is a remedy for abuses and an aid in securing more competent employees. In its Fifteenth Report, for 1898, the Commission gave some account of the inception and progress of the merit system in States and cities. Accounts of later progress appear in the Nineteenth Report, for 1902, pages 167–173; Twentieth Report, pages 177–180; Twenty-first Report, pages 120–133.

PRINCIPAL PROVISIONS OF STATE AND CITY LAWS.

CALIFORNIA.

San Francisco.—The charter of San Francisco in effect January 1, 1900, provided for three commissioners appointed by the mayor for three years, who were directed to classify all positions under the county clerk, assessor, collector, sheriff, auditor, recorder, coroner, boards of public works, of health, and of election commissioners, police and fire departments, clerks and stenographers of courts, and all boards or departments controlling public utilities.

The act excepts from the provisions of the rules the chief of police, chief engineer of the fire department, all physicians appointed by the board of health, and fourteen positions of cashier, chief deputy, etc.

The charter provides for open competitive examinations for all positions in the classified service; for registration of eligibles in the order of excellence as detemined by examination; for certification of the three highest names; for removals upon written charges after investigation by the commission; for a probationary period not exceeding six months; for the institution and prosecution of legal proceedings by the commissioners for violation of the civil-service provisions; for promotions upon the basis of ascertained merit, seniority, and standing in examination, by methods as nearly as practicable like those for original appointment; and for the selection of laborers according to date of application.

Suits were immediately begun to test the law, and by a decision of the supreme court certain county departments with about one thousand employees were excluded. Litigation has continued to the present time, consisting of efforts to prevent payment of persons illegally appointed, and of counter efforts to compel the payment of salaries to such persons. The principal supporter of the merit system is the Merchants' Association, a powerful o ization devoted to good government. It has announced its pur y be necessary to protect the civil s

The registrar of San Francisco, under date of July 1, 1903, informed the commission that since the adoption of the civil-service rules the average annual expense of his office fell from $200,000 to $113,000, and he has since said that fully 50 per cent, or $43,500, was saved on salaries. The tax collector, a former opponent of the merit system, reported a saving of $6,000 per annum in the expense of his office.

Los Angeles.—The merit system became operative by an amendment to the city charter adopted December 1, 1902, and approved by the State on January 23, 1903. The commission consists of five persons appointed for four years without compensation. All positions in the service of the city are classified except elective officers, members of boards and commissions, the superintendent of schools and his deputies and teachers, the assistants and stenographers of the city attorney, physicians appointed by the board of health, officers of election, and 22 others.

Standing upon the registers is determined by excellence in open competitive examination, or, in case of laborers, by date of application. Not more than two names are certified for appointment, and in case of laborers only one. Removals are based upon written charges after opportunity for defense. Promotions are based upon merit, seniority, and competitive examination. Auditors may not approve salaries until appointments have been certified by the commission as regular.

The total number classified at the end of 1904 was 958, of whom about 20 per cent entered the service upon competitive examination. Employees who had not served six months when the system became effective were compelled to pass an examination. The rules are stringently enforced, and several violators of the provisions against participation in politics have been removed. The city conventions, caucuses, primaries, and polls are no longer dominated by city employees. A marked improvement is noted in the character and faithfulness of employees and in the politics of the city, which attract more and more the interest of the great body of citizens. The adoption and initiation of the system received efficient support from the municipal league of Los Angeles.

Long Beach, a city of about 2,000 population, has adopted the merit system.

COLORADO.

The State of Colorado has enacted a civil-service law which places State institutions under the merit system and which may be adopted by cities of the first and second classes. This law became effective on July 1, 1907. It establishes a commission of three without pay, and not all of one political party, with a term of six years. It provides for a secretary, chief examiner, and clerical assistants. The commission is empowered to make investigations and to make rules and change them subject to the approval of the governor. Provision is made for open competitive examination for original entrance and for promotion, where practicable, for a period of probation, and for registration of laborers in the order of application. The unclassified service is to include all boards or commissions appointed by the governor, and one employee to each of them, except the civil-service commission; all officers and employees in educational institutions not reformatory or charitable; and, in municipalities, one employee of each elective officer, the corporation counsel, and his professional assistants.

The law is more stringent than the Federal civil-service act in that it requires the certification and appointment of the person standing highest on the register, and prohibits payment of employees except upon the certificate of

the commission. In discharges or reductions in grade or pay the cause must be specifically stated in writing and furnished to the employee affected, who is allowed a reasonable time to file an answer. Discharge of a civil employee who violates the act or rules is mandatory; and such violation is punishable by fine or imprisonment, or both. Fraud or deceit in examinations, disclosure of political or religious opinions or affiliations, coercion of political action of employees, and promises of aid in securing employment by officers or candidates in return for political services are forbidden. A fee of $1 is required of each applicant except unskilled laborers. The provisions of the act may also be adopted by any city of the first or second class.

Denver.—By the charter adopted at the election March 29, 1904, provision was made for a commission of three members, with a term of six years, to serve without pay. The civil-service provisions at present apply only to the department of fire and police and the department of public utilities and works, but after four years the council may include any or all other departments. All employees but day laborers and unskilled laborers are classified; but the chief of police, the city engineer, the commissioner of highways, the chief inspector of the board of public works, the boards of fire and police and of public works, and the secretaries of the two boards are excepted.

Examinations are open and competitive; a vacancy must be filled by the certification and appointment of one of the three highest eligibles; the probationary period is six months; preference is given to those who performed honorable military or naval service prior to January 1, 1866 (whose qualifications are otherwise equal); eligibility may continue not less than one nor more than two years. Promotions are to be made on the basis of merit, seniority, and examination, the method of examination and certification being, as nearly as may be, the same as for original appointment. Employees to be discharged or reduced must be furnished with written reasons and be allowed to make answer in writing, copies of which must be filed with the commission. The commission may examine into the facts, and if the person has been wrongfully discharged may reinstate him. When the force of any department is reduced the person last certified is to be the first laid off, and when the force is increased persons suspended shall be reinstated in the order of their original certification. The commission is required to make investigations, and is authorized to compel the attendance and testimony of witnesses and the production of books and papers. The commission is required to certify to the auditor the name of every person in the classified service, with all changes, and the auditor is forbidden to issue a warrant for payment of any person in the classified service not so certified. The charter contains provisions prohibiting political influence, contributions, and assessments.

CONNECTICUT.

New Haven.—In January, 1898, by State amendment of its charter, the city of New Haven adopted civil-service rules. The system is administered by a board consisting of the superintendents of the police and fire departments and three citizens. All positions in the city government except elective officers, commissioners, appointees of the mayor, and superintendents, principals, and teachers are subject to the rules. The provision that examinations shall be competitive is nullified by the provision that "the secretary shall certify those who may have passed the requisite examination with a grade of 70 or over."

ILLINOIS.

State service.—All ... le institutions over which the State of Illinois e... of May 11, 1905, required to be

classified. Board members, trustees, commissioners, superintendents, and one clerk and one stenographer for each institution are exempted. The act and amendments provide for three commissioners at $3,000, with a term of six years, who make and amend the rules without the approval of anyone; for open competitive examinations to be held in the seven largest cities; for registration and appointment in the order of excellence determined by examination; for certification of three names; probation of six months; military preference for civil-war veterans; promotions on merit, seniority, and examination.

One amendment gives the commission discretion to decide whether the filling of vacancies should be by promotion or original appointment and allows latitude in determining which grades or classes should be eligible for promotion examination. The amendment also provides that the eligible having the highest rating for promotion shall be certified instead of the three highest eligibles as formerly. The removal provision was amended to provide for written notice of removal with specification of reasons and an opportunity to answer in writing, subject to the approval of the commission, which may investigate any removal which it has reason to believe had been improperly made. The previous requirement provided for only a notice to the employee and an opportunity to be heard in his defense.

Salaries may be paid only on certificate of the commission. The law empowers the commission to administer oaths and to secure attendance and testimony of witnesses and the production of books and papers. Assessments and abuse of official influence are forbidden.

Act for cities.—A civil service act approved March 20, 1895, permits any city to adopt its provisions. On petition of one thousand, or one-eighth of its legal voters, the question of adopting the law must be submitted for a popular vote. The system prescribed by the act has been adopted by Chicago and Evanston.

The act provides for three commissioners, with a term of three years, to be appointed by the mayor. All city officers are classified, except those elected or subject to confirmation by the council, judges and clerks of election, members of the board of education and law department, superintendents and teachers, heads of principal departments, and one private secretary of the mayor.

Appointments to all other positions are by open competitive examination. The one eligible standing highest is certified; but in cases of laborers, where a choice by competition is impracticable, the commission may provide for selection by lot—as a matter of fact, the eligible list is made up by selections by lot—from among those qualified. Preference in certification is accorded for military or naval service in the civil war. Promotions are based upon competitive examination. The commission has power to compel attendance, testimony, and the production of books and papers. Political assessments and contributions and abuse of official influence are prohibited. Auditing officers and paymasters are forbidden to pay salaries to persons not appointed according to law.

Another law establishes the merit system for the police and fire services of such cities as by popular vote adopt the law. This has been done in the cities of Aurora, Elgin, and Rockford.

Cook County.—By a law in force July 1, 1895, and in force as amended July 1, 1905, the service of Cook County became subject to civil-service rules under the administration of three civil-service commissioners appointed by the president of the board of county commissioners for three years at $1,500 per annum. All places are classified with the exception of about ten positions. The provisions of this act in relation to examination, appointment, removal, powers and duties of the commission, improper influence, and political assessments and

contributions are similar to those of the optional civil service act adopted by the city of Chicago. A second law, in force July 1, 1905, places under the same commission and rules the attending and interne staff of the Cook County hospital, and still another law, in force on July 1, 1905, makes the probation officers of the juvenile court subject to the same system.

Springfield.—By a vote of 1,673 to 816 the people of Springfield adopted the general civil-service law of 1895 for application to the city, and also approved the proposed policy of placing the police force under the merit system by a vote of 5,978 to 2,957.

INDIANA.

A law was passed early in 1907 to regulate the management and control of benevolent, reformatory, and penal institutions of the State of Indiana. It provides for boards of four trustees for each of the several institutions, not more than two of the members of any board to be members of the same political party. The superintendent in each institution may not be removed until after an opportunity to be heard upon written charges. With reference to all other officers and employees of each institution, the law provides that they shall be appointed, regardless of political or religious affiliations, on the basis of fitness, after examination as to their qualifications for the duties to be performed, under such rules and regulations as may be prescribed by the board of the institution. The solicitation or reception of money from any officer or employee for campaign assessments is made a misdemeanor, as is also the payment by any officer or employee of any such assessment. The examinations provided for are not competitive.

IOWA.

Des Moines.—The city of Des Moines on June 20, 1907, by a popular vote adopted a form of government which is permitted by a State law in cities of 25,000 or over. On petition of 25 per cent of the voters of a city the law must be submitted to popular vote. A council or governing body of the city, consisting of a mayor and four councilmen, is elected after nonpartisan primaries, at which anyone may be a candidate on petition of 25 citizens. Five administrative departments are established—public affairs, accounts and finances, public safety, streets and public improvements, and parks and public property. The mayor is superintendent of the department of public affairs, and the four councilmen are heads of the other departments. All franchises must be submitted to the vote of the people, and the recall, the initiative, and referendum are established.

The council appoints three civil-service commissioners with a six-year term, and may remove a commissioner for cause by a vote of four councilmen. The commissioners are sworn to aim to secure an efficient force free from partisan control. They are required, on the first Monday of each April and October, or oftener if necessary, under rules prescribed by the council, to hold practical examinations to test fitness for positions and to certify to the council double the number of persons necessary to fill the vacancies, who have the highest standing; and all vacancies prior to the next regular examination shall be filled from the list so certified; provided, that if the list is reduced to less than three for any division, a temporary appointment may be made for not more than thirty days. Removal or suspension for delinquency or misconduct is provided for, with the right of appeal within five days to the council for a full hearing and determination of the matter. The council has the power of magistrates to enforce attendance of witnesses, the production of books and papers, and to

administer oaths; also to pass ordinances imposing suitable penalties for violations of that part of the act relating to the commission.

Cedar Rapids.—The city of Cedar Rapids has adopted the Des Moines plan of municipal government. So far civil-service rules have been established for the police and fire departments, but it is expected that rules will shortly be adopted for all city employees.

KANSAS.

A law was passed in 1905 requiring the governing boards of the various State institutions of Kansas to formulate, as far as could be done, rules prescribing qualifications for employment, with provisions for ascertaining qualifications and for the selection of the most capable. The law also provided that if any chief executive officer should remove any person for political reasons he himself should be subject to removal.

Applicants for the State penitentiary are marked on their applications, and the warden must make selection of one of the first three names on the resulting eligible list.

The board of control of the State charitable institutions has adopted rules requiring that all appointments and promotions shall be made for merit and fitness, to be ascertained as far as practicable by examination. Appointment and promotion for political or partisan reasons are prohibited. Laborers are registered in the order of their application. Preference is given to civil-war veterans. Discharge must be for cause, and a full statement of the reasons must be filed.

Municipal civil service.—Chapter 117 of the laws of 1907 provides that in all cities of the first class having a population of less than 60,000 and having a paid fire department, said department shall be placed under civil-service rules and regulations to be provided by the mayor and council by ordinance; and that all appointments in the fire department shall be made solely on the basis of merit and fitness.

Chapter 117 of the laws of 1907 establishes a commission form of government for such cities of the first class as may by popular vote adopt it. It is provided with regard to those cities which operate their own waterworks that the board of commissioners in appointing to positions in the waterworks service shall have regard alone to relative capacity and merit, and that no appointment shall ever be made in such department on account of political services or affiliations.

LOUISIANA.

New Orleans.—In 1896 the charter of New Orleans was amended to provide for the adoption of civil-service rules. The system, which was excellent, was, by the legislative act of July 10, 1900, superseded by a system which excepted many positions, permitted appointments and promotions without regard to relative standing, and limited the term of office to that of the appointing officer. The system appears to be especially deficient in the following respects: (a) Personal and political favorites can be appointed if they make 70 per cent in the examinations; (b) the appointee owes his appointment and therefore his allegiance to the appointing officer and not to the city; (c) conciliation of the appointing officer by whatever means may be most effective will naturally be the object of employees, as their retention and promotion are dependent upon his favor; (d) an entire change of personnel every four years would ruin any private establishment, and is therefore undoubtedly very costly to the city.

The board of civil-service commissioners in its report for 1902 speaks of weak spots which have developed in the service, but attributes them to "a lack of

discipline—of system—which has been sometimes noticed." In its report for 1903 the board expresses the opinion that "a few months' experience in any department on the part of a conscientious employee will qualify him as well as his predecessor with four years' experience," and that "complete immunity from political interference or political influence, in a form of government based upon the suffrages of the masses, will never be obtained."

MASSACHUSETTS.

On June 3, 1884, the State of Massachusetts passed a civil-service law. The act excludes from the operation of the rules judicial officers, those elected, or whose appointment is subject to confirmation, appointees of officers elected by either branch of the general court, heads of departments, employees of the treasurer and receiver-general, of the board of commissioners of savings banks, and of the treasurer and tax collector of any city, two employees of the city clerk, teachers, secretaries and confidential stenographers of the governor and of mayors, police and fire commissioners, and chief marshals or chiefs of police and fire departments.

The civil-service rules are in effect in 27 cities. The classified service in the State and in all of its cities includes among others positions of clerks, copyists, recorders, bookkeepers, inspectors, agents, almoners, visitors, stenographers, typewriters, messengers (those of the governor and one to each mayor are exempt), and persons rendering similar services; turnkeys, watchmen, drivers of prison wagons, and all others doing police duty; the detection and inspection forces of the district police; engineers and assistant engineers, draw tenders and assistant draw tenders; foremen, subforemen, and persons doing similar work; superintendents and persons performing any of the duties of superintendents, except chief superintendents of departments; civil engineers, surveyors, transitmen, draftsmen, chainmen, levelers, rodmen, and all assistants except laborers; members of the police force; and members of the fire department in Boston and in other cities that have made the proper official request.

Towns.—The law and rules apply to any town of more than 12,000 which accepts them. The police and fire department provisions apply to all members of the permanent police or fire forces, or both, in any town which accepts those provisions by popular vote.

There are no municipal commissioners. The State commission is composed of three members with a term of three years. It has power to summon witnesses, administer oaths, and take testimony. It may designate persons in the State or municipal service to act as examiners. It has power to stop the pay of an employee until the legality of his appointment is established. The law includes provisions forbidding political assessments, abuse of official influence, and other corrupt practices. The service is classified in two divisions, the official service and the labor service. The law provides that examinations shall be practical, and in case of peculiar requirements they may be noncompetitive. The three highest eligibles are certified. The period of eligibility is limited to two years. The probationary period is six months. Veterans who apply for appointment upon satisfactory evidence of qualifications are entered upon the eligible lists without examinations. All veteran eligibles have preference in certification.

The labor service.—The second division of the classified service is the labor service. It does not include laborers in the State service. The labor service in Boston, Worcester, Cambridge, New Bedford, Newton, and Everett is now under the jurisdiction of the commissioners. The system does not apply to any city of less than 100,000 inhabitants, except upon vote of the city council and

approval by the mayor. The labor service includes mechanics, engineers, janitors not in the first division, laborers, skilled and unskilled, and boys. Every laborer who produces satisfactory evidence of his capacity for labor and his habits as to industry and sobriety shall be registered in the order of his application. Veterans are given preference in certification and appointment. Preference is given to other eligibles, first, to those who have served satisfactorily three months or more in the department, and, second, to those having dependent families. The commission may recognize a miximum age limit where the duties are arduous.

There is no question of the permanence of the system, of its efficient administration, or of its beneficial results. It owes its present extent to numerous revisions of the rules, approved in each case by the governor and the council. The exceptions from competitive examination are so few that the term "classified service" is practically synonymous with the term "competitive service" except in the cases of veterans and in the labor service. The commissioners have recommended the extension of the system to the county service.

MINNESOTA.

Competitive examinations for the position of dairy and food inspector in the State service have been established by law. A charter provision of the city of Duluth places the police and fire departments and clerks who do not handle money under civil-service rules.

NEW JERSEY.

By an act approved April 7, 1905, in all cities of the first class in New Jersey appointments of policemen and firemen are subject to civil-service rules. Two commissioners are appointed to conduct examinations, establish registers, and file them with the boards of fire and police commissioners, after which they make a report to the mayor and go out of office. Merit is to be determined by examinations as far as possible, which shall be competitive when practicable. The period of eligibility is indefinite, as the mayor is not to appoint new commissioners until requested to do so by the police or fire commissioners. Eligibles are entered in the order of their averages, and one of the highest then must be appointed. As there is no provision for striking from the register the name of any person who is not appointed, it appears that in each appointment after the first only one new name can be considered.

On April 10, 1908, a civil-service law for the State of New Jersey was passed by the legislature and signed by the governor. The bill, which has been perhaps the most notable accession to the cause of civil service during this year, was introduced by Senator Ackerman. It provides for a commission of four, each member of which is to receive a salary of $2,000 a year, the president to receive an additional $500. The provisions of the bill apply immediately to positions in the State service, and may be adopted by any civil division of the State either by popular vote, upon petition of a small number of voters, or by ordinance of the governing body of such civil division. The unclassified and the exempt classes include a number of positions which in other jurisdictions are subject to competitive examinations, but this is only natural in an initial civil-service law. Veterans of the civil war are given an absolute preference in appointment after being placed on an eligible list as the result of competitive examination.

Provision is made for promotion examinations among positions in the competitive class. No person holding a position in the competitive or noncompetitive classes shall be removed, discharged, or reduced until he shall have been fur-

nished with a written statement of the reasons for such action, and upon allowing a reasonable time in which to make written answer thereto. Copies of the charges and the answer must be furnished to the civil-service commission as well as entered upon the records of the department. The pay rolls of all persons employed by the State must bear the certificate of the civil-service commission that the person named in such pay roll have been appointed, employed, reinstated or promoted in pursuance to the civil-service law and rules. There is no provision against political assessments.

Essex County has already, by ordinance of the board of freeholders, decided to come within the provisions of the civil-service law.

NEW YORK.

Provisions common to State and cities.—The original civil-service law was passed on May 4, 1883, and was superseded by the act of 1897, which in turn was followed in 1899 by the present act. The permanence of the system is guaranteed by a provision of the constitution adopted in 1894 that "appointments and promotions in the civil service of the State, and of all the civil divisions thereof, including cities and villages, shall be made according to merit and fitness, to be ascertained, so far as practicable, by examinations, which, so far as practicable, shall be competitive." The unclassified service includes all elective and election officers, all offices filled by the legislature on joint ballot, all offices filled by the governor except in the executive offices, heads of departments, and superintendents, principals, and teachers in schools and colleges.

The classified service, which includes all other positions, is arranged in four classes: The exempt class, for which no examination is deemed practicable; the noncompetitive class, for which competitive examinations are not deemed practicable; the competitive class, to which original appointment is made of one of the three standing highest in competitive examination, except that civil-war veterans are preferred in appointment and promotion and that competition may be suspended in individual appointments to positions requiring peculiar or unusual qualifications; and, in cities, the labor class, appointed according to date of registration, if evidence of age, physical condition, skill, and experience is satisfactory. Eligibility is to be fixed for each list at not less than one nor more than four years. Promotions are based upon merit, competition, and seniority. Payment of salary is forbidden except on certification of the commission that the employee is entitled. Political assessments and abuse of official influence are prohibited.

State service.—Three commissioners are appointed by the governor and senate at $3,000 per annum with no fixed term. They are empowered to make investigations and to compel the attendance of witnesses and the production of books and papers. The probationary period is three months. There is no examination or registration for laborers.

Municipal service.—The law requires the mayor of each city to appoint commissioners to prescribe, amend, and enforce civil-service rules for the city, such rules to be valid when approved by the mayor and the State commission. The State commission appoints municipal commissioners if the mayor fails to appoint, and makes municipal civil-service rules if the city commission fails to perform that duty. Reports must be made annually, and oftener if required by the State commission. Municipal commissioners are removable for cause by the unanimous vote of the State commission and written approval of the governor. [illegible] may amend the city rules. The number of c[illegible] re t[illegible] half of the cities they receive

by a paid secretary. The president of the New York City commission receives $6,000, and the other two members $5,000. In the other cities they are paid $10 an examination, $3 to $5 a meeting, and $50 to $1,000 per annum.

In New York, as elsewhere, provisions intended to give the system the necessary adaptability prove to be its chief weakness. Nine per cent of all State positions are by law unclassified. Of the classified positions more than 10 per cent are exempted from examination; nearly 50 per cent are subject to noncompetitive examination, and only about 40 per cent are competitive.

County service.—The system has been applied to nine counties.

OHIO.

The State code regulating municipalities provides for bipartisan boards of public service to control the police and fire departments, and for appointments and promotions therein to be made through competitive examination. Under the bipartisan boards the merit feature of this merit system is largely eliminated.

OREGON.

The city of Portland, by a charter provision, has adopted the merit system in appointments to its civil service.

PENNSYLVANIA.

Philadelphia.—In the spring of 1906 a law was enacted which provides for the appointment by the mayor of three civil-service commissioners for fixed terms of five years, and divides the classified service into exempt, competitive, and labor classes. The assistant directors of the executive departments, one secretary, and one clerk to the mayor, and one clerk for each department head are placed in the exempt class; and after a public hearing the commission may designate other positions as exempt. The provisions for examinations and appointments in other classes are similar to those in other civil-service laws. Removals are to be made only for just cause and after written notice and opportunity to reply. Violations are punishable by a fine of not less than $50.

Pittsburg and Scranton.—During the year 1907 a law was enacted establishing a civil-service system in the cities of Scranton and Pittsburg, including Allegheny. The provisions are in general similar to those contained in the Philadelphia act.

VIRGINIA.

Norfolk.—The new city charter of Norfolk provides that all appointments by the board of control or other boards or departments shall be based upon merit, fitness, and competency alone, and that political and religious opinions shall not be considered. It provides that the council shall, after September 1, 1906, elect a commission of five citizens to serve without pay, whose duty it shall be to ascertain the fitness and competency of applicants for all positions except the heads, superintendents, or chiefs of departments, under such rules and regulations as shall be determined by the city council by ordinance, and to furnish at all times a list of fit persons for the various positions designated by such ordinances.

WASHINGTON.

Seattle.—The charter adopted for Seattle at the general election March 3, 1896, provided for three commissioners, with terms of three years; classifica-

tion of all offices and employments, except elective officers, the health department and board of health, the library commissioners, the park committee, the judges, clerks, and inspectors of election, the clerks of the treasurer, and eight other positions; an examination fee of $1.; open competitive examinations; registration and certification in the order of excellence; certification of three names for each vacancy; promotions on merit, seniority, and competitive examination, the methods to be the same as for original appointment; removals only for written reasons filed with the commission; investigation by the commission upon request of the employee removed, and his reinstatement if the removal is not sustained by the commission; investigations by the commission, with the power to administer oaths and require attendance, testimony, and the production of relevant books and papers; prohibition of political contributions and abuse of official influence, and payment of salaries only to properly appointed employees.

The rules require that laborers be graded upon physical qualifications, experience, and knowledge of the requirements of their work. Preference is given to those who have satisfactorily served in the classified service within one year, and, other things being equal, to men with dependent families.

The chief examiner is ex officio commissioner of labor for private employment, and is required to receive and to record all applications for labor by persons desiring employment and by persons desiring to employ labor. From March, 1894, to December 31, 1901, places were found for the unemployed to the number of 125,872, at a cost to the city of 6¾ cents each.

Bellingham.—The charter adopted by the people of Bellingham at the general election July 12, 1904, provides a merit system for the following city departments: Police, fire, and water departments, board of public works, and all other departments of public utilities. A civil-service commission of three appointed by the mayor conducts the examinations, which are competitive.

WEST VIRGINIA.

By popular vote charter amendments were adopted on January 24, 1907, applying the merit system to the fire and water works departments of Wheeling.

WISCONSIN.

State service.—The legislature of Wisconsin at its last session passed a civil-service law for employees of the State. There are three commissioners, with a term of six years. All appointments must, as far as practicable, be based upon competitive examination, and all employees appointed prior to the adoption of the system must pass a noncompetitive examination. Legislative employees are included in the classified service for the first time in the history of civil-service reform. The probationary period may be fixed by the appointing officer at one, two, or three months. The law does not apply to cities. The unclassified service includes in general officers and instructors in State educational institutions, the laborer staff of any library supported wholly or in part by the State, and the heads of State reformatory, penal, or charitable institutions.

City service, Milwaukee.—In compliance with the requirement of a law approved April 19, 1895, civil-service rules were adopted by the city of Milwaukee on July 31, 1895. There are four commissioners, with a term of four years without compensation. The rules are made by the commission and approved by the mayor. The following are not affected by the rules: Elected officers, inspectors and clerks of election, boards of education, superintendents and teachers, he[a]d of principal departments, members of the law, fire, and police

officers and clerks for the faithful discharge of whose duties a superior officer is required to give bond, one private secretary to the mayor, and any others whose positions, in the judgment of the commissioners, can not with advantage to the service be subjected to the rules. Appointments to all other offices are subject to examination. Payment of salary is dependent upon certificate of the commission that the employee is entitled. The commissioners in making investigations have power to administer oaths and compel attendance, testimony, and the production of books and papers. Political contributions and assessments and abuse of official influence are forbidden. The service is in two divisions—the official service and the labor service.

Examinations for the official service are open and competitive and certification is made in the order of relative standing. The board of commissioners may advance the standing of an eligible for extraordinary public service, recording the reasons therefor. Eligible lists continue for a year, unless discontinued or extended by the board. Three names are certified for one vacancy. In the absence of eligibles when a prompt appointment is required, a noncompetitive examination is permitted.

For the labor service applicants are rated upon age, character, physical condition, experience, skill, etc., and are certified in the order of their rating.

Appointments to the police and fire departments are made under distinct civil-service rules adopted in 1885. Teachers in the school service are appointed under still another merit system.

Other cities.—The police and fire departments of 18 cities having a population of 10,000 or over are also subject to civil-service rules.

Milwaukee County.—The house of correction of Milwaukee County was several years ago placed under civil-service rules.

EXTRACTS FROM ANNUAL REPORTS IN REGARD TO THE CIVIL SERVICE.

A CIVIL-SERVICE LAW.

[Report of the Commissioners of the District of Columbia, 1907.]

The Commissioners renew their recommendation that a civil-service law for the District government service should be given by Congress. Under the uniform decisions of the Supreme Court of the United States the District government is not a part of the National Government, but a municipal corporation, and therefore the benefits of the national civil-service law can not be extended to it. The Commissioners maintain a merit civil-service system, but it needs and should have the support of law.

HOW APPOINTMENTS ARE MADE.

[Address of Hon. William H. Taft, Secretary of War, delivered at the annual meeting of the Civil Service Reform Association of Maryland, May 21, 1906.]

As Secretary of War I have 1,500 subordinates. I have been in office two years and two months, and I have not yet appointed a single head or chief of bureau or clerk. The truth is that I have nothing to do with it. When there is a vacancy, the papers are made out, the list is produced, the man at the top is promoted, and that is all there is to it. I presume I sign the papers, but I do not know when I do it. No Congressman or Senator asks anything in the way of appointments in my Department, because they know under the law and the custom their political influence will avail nothing. It is hard for a

man at the head of a Department to understand how in the days forty years ago of political appointments any business at all was transacted. Nowadays the machine of the Civil Service Commission works on, and no one knows any method by which it can be made to work irregularly or any but the man entitled to it secures a place.

The criticism of the merit system has been made in Washington that it does not secure to the Government the most efficient men. Even if this were true, it would not be sufficient to do away with the system. If we selected employees according to the length of their noses, it would be better than the political spoils system of appointments. I mean that to permit a man to use the patronage to perpetuate his power is simply carrying out the principle followed by those small Republics to the south of us, where, when a man becomes President, he utilizes the army on election day to perpetuate him in office, and so brings about a revolution with every election. The fact is that the merit system does bring greater efficiency. It does this in two ways—first, by examinations which are practical and which give an opportunity to determine what men or women are best qualified for the position; second, it tends to give better service, because the man who gets the place knows he does so by reason of his merits and that he will stay there as long as he behaves himself and that he is not at the beck and call of any politician.

FAVORS CIVIL-SERVICE PENSION.

Now, I hope some time we will come to the establishment of a civil pension system for civil servants who have, after years of service, reached an age when they can no longer be active. The system which soulless corporations adopt, because they know it to be to the benefit of their stockholders, it seems to me, can safely be adopted by our Government for the benefit of the men who serve it. It seems to me it might be very well to adopt such a system as we have in the Army and the Navy for retired soldiers and sailors. There is a bill now pending which provides for a compulsory contribution of Government employees to a fund designed to provide for those forced to retire. I do not know whether this bill will pass or not. Ultimately I believe we will come to the time when the Government will take care of its faithful servants by pensioning them. I know this idea is not a popular one, and I know the protests that will be made, but I hope to see it, nevertheless.

It has been claimed that the civil-service reform system is unrepublican. I think it is the reverse.

* * * * * * *

[Address of Hon. Charles J. Bonaparte, December, 1906, at a meeting of National Civil Service Reform League.]

Some time since I received a visit from a gentleman who requested permission to ask me a number of questions, more or less personal in character, the answers being intended for publication by some kind of "syndicate" or "trust" of newspapers, when they should suffer from a dearth of more readable matter. Among the questions was one, so far as I can remember, in the terms following:

"You have been identified in the past with the agitation for civil-service reform. How have your opinions changed on this subject since you have held an important public office?" I replied, in substance: "My opinions on this subject have so far changed that I now believe, with even greater assurance than previously, the practical application to public business of the principles of civil-service reform is indispensable to the continued existence of our form of

government, and further believe that without it the orderly and efficient administration of the Navy Department, with such a Navy as we have to-day, would be altogether impossible."

* * * * * * *

[Message of Governor-General Smith, of Philippine Islands.]

She (United States) has established an honest and efficient civil service, and by making the subordinate offices and employments of the Government rewards of merit she has secured the service from the baneful consequences of political intrigue and the corrupting influence of a traffic in positions of public trust.

APPOINTMENT OF POSTMASTERS.

[Report of the Postmaster-General, 1907.]

During the year 13,315 postmasters of all classes were appointed. Of this number 1,748 were Presidential postmasters. According to the reports of post-office inspectors and the Department's field representatives generally, the policy introduced two years ago, and now firmly established, of retaining in office postmasters of Presidential as well as fourth-class offices who are performing their duties satisfactorily has resulted in improving the efficiency of the service.

APPOINTMENT DIVISION.

[Report of the Secretary of Commerce and Labor for 1907.]

There have been a number of cases, limited chiefly to low-salaried positions requiring the qualifications of stenography and typewriting, in which considerable difficulty has been encountered in obtaining persons willing to accept positions offered. Competent male stenographers and typewriters readily find employment at salaries higher than those paid in the lower grades of the Government service, and naturally are unwilling to accept appointment except upon definite promise of promotion, which is usually impossible and always inadvisable. This condition may be remedied by the increase in pay of all the lower-grade positions requiring qualifications of stenography and typewriting, or both, to at least $900 per annum. In several of the bureaus stenographers and typewriters are offered as little as $720 per annum, and in one bureau typewriters have been appointed at $600 per annum. These salaries are too low to attract competent persons.

The law prohibiting transfers from one Executive Department to another until three years' service has not worked an improvement. The bright young man coming into the service at a small salary is largely influenced in his acceptance of the place by the hope of reasonably early promotion. In many offices he finds that there is but little opportunity. He can not afford to wait three years for a transfer to some office where the chances are better, and he either leaves the service at the beginning of his usefulness or drifts into hopeless mediocrity. While it is probably true that some offices and Departments have suffered because of frequent transfers, it is believed that the proper remedy is a uniform reclassification of the service, as recently recommended by the Committee on Department Methods, and that any direct prohibition against transfers beyond the period of six months originally fixed by the civil-service rules, while affording apparent relief, does not remove the cause and can not be regarded as the correct solution of the difficulty. The nucleus of this Department was formed by transfers from other branches of the service, and it would probably have been a severe drawback had the transfer limitation then been in effect. Were all the Departments classified on a uniform basis, much, if not all, of the instability of the force in certain Departments and offices would disappear.

LEGISLATIVE BRANCH OF GOVERNMENT—LEGISLATIVE NEEDS.

[Report of Provisional Governor of Cuba, 1907.]

To meet this demand for legislative action, and in pursuance of the plan of the peace, on December 24, 1906, decree No. 284, creating the advisory commission, to which I have above referred, and charging them with the duty of preparing projects of * * * (4) a civil-service law. * * *

GENERAL STATEMENT.

[Report of the Secretary of the Interior for 1907.]

Personnel.—Questions affecting the personnel of the Department are receiving most careful attention. The total number of persons employed is 15,536. Of these 3,836 are in Washington. Comparatively few of these employees are unfaithful, incompetent, or inefficient. Only one who is unfamiliar with the character and qualifications of the men and women employed in the public service could compare them unfavorably with those employed in similar pursuits in the business world. The merit system, properly enforced as it is now being under the civil-service law, is responsible for this condition. It is, of course, true that in so large a service there are many cases of individual hardship, and, I fear, many cases where individual merit has not received proper recognition, but such conditions are not found only in the public service. There is no difficulty under present civil-service rules in getting rid of an unfaithful, incompetent, or inefficient employee, and as long as the appointing officer does not have the opportunity of filling the vacancy by personal choice the danger of removing a faithful and competent employee is reduced to a minimum. If incompetent and inefficient employees are retained, the head of the Department and the head of the office where such person is employed are alone responsible. It should be understood that permanency in employment depends upon efficiency, and that it is as easy to go down and out as to go in and up. It is not agreeable for an officer to exercise the power of reduction or dismissal, and yet he injures both the service and the efficient employees if he fails to exercise that power when occasion requires.

The number of persons in the public service who are inefficient because of superannuation has been greatly overestimated, but unfortunately such employees are not distributed equally throughout the Departments, and it is in dealing with such cases that there is the greatest difficulty. An employee who has served the public faithfully for a long period is entitled to great consideration, but such consideration must not be allowed to clog public business, nor prevent the recognition of good service on the part of other persons. Employees who have served faithfully in either military or civil life should be given work and salary commensurate with their capacity and should not be dismissed except in cases of necessity.

Salaries.—The present need in the public service is a readjustment and reclassification of the salaries of its employees and some adequate provision for the retirement of those who are by long and meritorious services entitled to peculiar recognition.

FEATURES OF PREVIOUS REPORTS.

[These reports can be consulted at the principal public libraries.]

The First Report, February 7, 1884, presents at length the facts and explanations respecting the objects, theory, and practical methods of the civil service act and rules, and the first provisions made for the examinations. It describes the abuses which the act is intended to remedy, the essential vices of the pass-examination system, and the consequences of the spoils system. It explains the nature of competitive examinations, the limits of the classifications, the methods of application and of examination, the selection of examiners, the preservation of the preference given to soldiers and sailors, the subjects for examinations, general and special, marking and grading, the apportionment of appointments, residence, certifying for appointment, the protection against unjust removal afforded to women, the power of removal, promotions, exceptions to the rules, probation, the functions of the Commission, the diminution of Executive patronage, and the breaking up of the class monopoly of patronage. It gives the testimony of heads of Departments and offices as to the practical effects of the initial operation of the merit system. It makes suggestions for the more effectual accomplishment of the purposes of the civil service act. Upon information obtained, it gives conclusions reached in the smaller amounts collected for political purposes from Federal officials, the cessation of menaces, and the discontinuance of assessment collection bureaus.

The Second Report, January 25, 1885, states that the enforcement of the act has been found both practicable and effective for the accomplishment of its purpose, and that only the continuing support of the Executive and moderate appropriations by Congress are needed for the extension of the system. The work done is set forth in detail. The facts and explanations of the First Report are continued in the light of the additional experience. Practical methods, needed precautions, and general results reached are explained at length.

The Third Report, March 10, 1886, states that no need of further legislation has appeared; that no facts have come before the Commission which tend to show that within the year more adherents of one party than of the other have attended the examinations or secured appointments, or that any discrimination has been made on political or religious grounds. The report continues the explanations of the evils of the old system, and of the examinations and rules as remedies, and the results reached. It states the attitude and views of the President and heads of Departments. It points out the diminution of office seeking under the change of Administration, and of partisan activity on the part of officers. It gives an account of civil service reform elsewhere than in the national civil service.

The Fourth Report, June 9, 1888, gives the work done in much greater statistical detail than in the previous reports, and includes statistics for part of the work from the beginning. On March 1, 1888, the rules had been revised, and this report states at length the reasons for various amendments made. It reviews the subject of promotion regulations, such regulations having been adopted in the New York custom-house and in the War Department. It contains reports of several investigations as to the administration of the law and

rules in post-offices and custom-houses where complaints had been made. Questions concerning the legality of certain appointments in the Departments are discussed. The practical effects of the act and rules, the objections to, and the misrepresentations of the new system are examined. The appendix contains historical matter and the views of heads of Departments, postmasters, and customs officials in respect to the enforcement and practical effects of the law and rules. Among other questions this report discusses the wisdom of a rule requiring reasons for removals, the conditions existing in the service prior to the passage of the act, the constitutionality of the act, in what respect the power of removal is limited by the act, and objections to the political associations of officials.

The Fifth Report, February 28, 1889, states the effect of the merit system as shown in promotions, and remarks upon the abuse of transfers from one Department to another, the education of those examined, the utility of examinations for promotion, difficulties in maintaining the apportionment of appointments, objections to apportionment by Congressional districts, the law of domicile, the requiring of reasons for dismissals, objections to old classifications (particularly the classification of the customs service, which is still in force), and the adoption of a uniform departmental classification.

The Sixth Report, November 14, 1889, points out the difficulties resulting from the lack of power to administer oaths, and suggests that the act be amended to permit of placing on the boards of examiners persons not in Government employ. It states that experience has clearly shown that the local boards of examiners should be independent of the appointing officers, and to this end recommends that the law be so amended as to permit this, and that provision be made for marking the papers of all examinations by the central board at Washington. It states that the opening of the registers of eligibles to the public has had a beneficial effect. It speaks of the changes in the rules, the classification of the Railway Mail Service, and allowing veterans under the old rule, formerly in the classified service, to be reinstated without reference to the length of time elapsed from the severance of their connections therewith. It reports a number of investigations at various local offices against which there had been charges of wrongdoing, the vigilant watch kept to prevent the violation or evasion of the law, and states that the Commission holds that if in any Department or office a very large proportion of the employees is changed the burden of proof should be considered to rest on the official making the change to show that his conduct was proper, and that a failure on his part to establish the necessity for these changes should be held to warrant his dismissal. Accusations against the merit system are answered, and it is held that the examinations are good common sense business tests.

The Seventh Report, November 20, 1890, states that during the year which it covers the Commission has made examination into the condition of the classified service, and special stress is laid upon certain points developed by this investigation; for instance, that in the classified departmental service only 8 per cent of the appointees of the former Administration had been separated from the service during the first year of the succeeding Administration, showing that political considerations have practically disappeared as factors in making removals in that service, and that since its enactment the law as a whole had been faithfully and honestly observed in the Departments, although two changes of Administration had occurred. The operation of the rules in the postal and customs services is stated to be satisfactory, and tables are presented showing the removals in detail at each office. The Commission reiterates its belief that where a removal is made the appointing officer should give the accused

an opportunity to be heard in defense, and should be required to give the accused a full written statement of his reasons for making the removal, such statement to be made public if the accused desires. The effects of the investigations are commented upon. The wide difference in the eagerness with which positions in the classified service are sought by different States and sections is commented on. For the first time in a number of years the Southern States generally obtained their full quotas of appointments, and this is pointed out as proof of nonpartisanship. It is shown that the eligible registers are not crowded, there being a good chance of appointment from many of them. The practical character of the questions and tests used in the examinations is again commented on. It urges that the number of excepted places and of those governed by noncompetitive examinations could be very greatly reduced. The great improvement brought about by the merit system is shown. Legislation is urged to allow the payment of small sums, by way of compensation, to local boards, and to establish a central board at Washington to mark all papers. The good effects of the investigations held are shown, and it is stated that a jealous eye has been kept upon the efforts of certain individuals and political associations to assess Government employees for campaign purposes. The results of the work in general are also a subject of remark in this report.

The Eighth Report, November 6, 1891, states that several noteworthy steps in advance had been made during the year in the application of the rules to the educational branch of the Indian service and to Indian physicians, and in revoking the rule which permitted promotion under certain conditions from the unclassified to the classified service. It urges that every "backdoor" entrance to the classified service should be shut and that positions of chiefs of divisions be filled by promotion from the ranks below. The satisfactory working of the law in the departmental service at Washington and the elimination of political considerations in making appointments are again dwelt on. The benefit of the merit system to the colored race is pointed out. It is stated that the local offices, as distinguished from the Departments and offices at Washington, show less satisfactory results, but that there is a gradual improvement in them. The Commission earnestly recommends the extension of the classified service in various directions as rapidly as it properly can be done. The desirability of legislation to permit the classification of laborers under the civil-service act is presented. The practical character of the questions, the divorcing of the service from politics, and the resulting purification are topics of discussion. The amendment of the law so as to prevent any individual, whether in the Government service or not, from soliciting any Government employee for contributions for political objects is urged.

The Ninth Report, November 1, 1892, states that there has been a very decided increase in the proportion of women to men appointed, and also in the number of women promoted to higher grades in the service over the year next preceding, and calls attention to this fact as probably showing that the prejudice which has heretofore existed to some extent against the appointment of women to the classified service is gradually disappearing, and that when women in the public service have an even chance with the men they win their full share of the more lucrative and responsible positions. This, it is stated, is especially true with reference to those appointed through competitive examinations. The stand taken by the Commission in reference to political assessments this year was of special importance, and the efforts made in securing observance of the law are stated at length. Recommendations made in previous reports are repeated in this. The startling growth of the number of Government employees compared with the growth of population is shown in the tables, and

also the faster growth of the classified service. In the appendix of the report is presented historical and descriptive matter showing the growth and extent of the civil service, with remarks upon the authority of appointment and removal, the history of classifications, the salaries of women, and the employment of colored people. An analysis of the official registers is given, showing the numbers employed in the entire service according to sex and salaries, and a statement of the places in the classified service, showing their status, whether filled by examination or not, and the salaries paid. The report also contains a map showing the routes of examinations and the locations of the classified offices away from Washington.

The Tenth Report, November 20, 1893, refers to the action of the President in extending the classified postal service to the remaining 548 free-delivery offices and to the sweeping removals of employees at several offices before the first examination could be held. The number of excepted places at post-offices is stated to be absurdly great. Attention is called to the evil results of the salary limit to the classified customs service. Mention is made of the Railway Mail Service as an object lesson in civil-service reform. The cost of the Commission is stated to be about a dollar a year for each individual withdrawn from the spoils system. The results of an inquiry into the hours of labor, methods of appointment, tenure of office, etc., in various countries, compared with our own, are given.

The Eleventh Report, November 28, 1894, urges that the practice in the postal service of requiring reasons for removal and an opportunity for defense should be made general. Attention is called to the conviction of offenders against the civil-service act and the efforts to stop political assessments. The appendix gives detailed accounts of investigations of alleged violations of the civil-service law from March 4, 1889, to March 1, 1895, and the information referred to in the Tenth Report concerning the civil service of foreign countries is here given at length.

The Twelfth Report, November, 1895, states the need of a revision of the rules and makes suggestions for the improvement of the service.

The Thirteenth Report, January 30, 1897, shows the growth of the classified service, the economy and efficiency demonstrated by the merit system, and the evil of the tenure-of-office laws. A detailed statement is given of the number of officers and employees in the civil service and their salaries. Comparison is made of the number of Presidential offices in 1876, 1886, and 1896.

The Fourteenth Report, December 31, 1897, continues the showing of demonstrated economy and efficiency resulting from the adoption of civil-service rules, and the progress made in promotion regulations. The action of the President in amending the rules to require reasons for removal and an opportunity for defense are commented upon. The evils of the tenure-of-office act and the spoils system are shown by statements of contemporary statesmen in official documents. The decisions of courts bearing upon the civil-service rules are presented, together with a statement of the operation of the act and rules, including investigations.

The Fifteenth Report, November 1, 1898, outlines the attitude of the early Presidents in the exercise of the appointing power, the departure in succeeding Administrations from the methods previously followed, and the attempts, culminating in the act of 1883, to restore the earlier practice. Attention is called to the culmination of Spanish misrule in Cuba as emphasizing the value and necessity of a strict adherence to the merit system. The advance made by State and municipal governments in this respect is noted. An account of the colonial governments of the British Empire and of Holland is given. The statement as to the operation of the law and rules is continued.

The Sixteenth Report, January 10, 1900, continues the history of the investigations made touching the enforcement of the rules; treats fully of the question whether solicitation by letter addressed to a public building comes within the provisions of the act relating to assessments; considers the matter of providing for superannuated employees; the stability arising from the small percentage of removals; the extension of the merit system to our insular territories; extracts from debates in Congress, at the time of the passage of the civil-service law, in regard to the evils of political assessments intended to be corrected by the law, the patronage evil, and the control of Congress over appointments.

The Seventeenth Report, December 31, 1900, contains the Philippine civil-service act and an account of the inauguration of the merit system in the Philippine Islands. The subject of promotion regulations is exhaustively treated. The extension of the operation of the civil-service rules to cover the force employed in the Library of Congress and the municipal service of the District of Columbia is recommended. The need for the establishment of a registration system to govern the employment of unskilled laborers in the Departments and offices is presented. The digest of the decisions of the Commission upon questions arising under the act and rules was revised for this report, which also contains a brief history of the operation of the civil-service rules in each branch of the classified service from the date of its classification.

The Eighteenth Report, May 1, 1902, contains regulations governing the classified civil service, accounts of sundry investigations of violations of the rules, and of frauds practiced in examinations, besides the usual statistics of examinations, appointments, and changes in the service. It also contains a discussion by a committee of the National Civil Service Reform League of superannuation in the civil service and a paper upon the civil service in our new dependencies, reprinted from the Annals of the American Academy of Political and Social Science. This report is chiefly notable, however, as containing a complete compilation of the civil-service rules, special orders, and classifications from May 7, 1883, to August 16, 1902.

The Nineteenth Report, October 24, 1902, contains a discussion at some length of the growth and importance of the consular service and the need of legislation to provide facilities for testing the comparative qualifications of applicants for positions therein by means of open competitive nonpartisan examinations. The report treats also of the subject of promotion regulations and the causes which operate against the establishment of such regulations based solely upon merit. In this connection the need of a reclassification by Congress of the entire service is shown, and a plan for such reclassification is submitted. The question of superannuation in the service receives further consideration, and the report contains a bibliography of recent literature on the subject of civil-service pensions and a statement showing the bills recently introduced in Congress on this subject.

In addition to the above the report contains an enumeration and explanation of all permanent appointments in the classified service from January 20, 1899, to June 30, 1902, of persons temporarily employed in classified and unclassified positions.

The Twentieth Report, January 12, 1904, contains an account of the extension of the merit system to unclassified laborers, a further discussion of the need of a reclassification based upon duties, data on the subject of superannuation, the rules as revised April 15, 1903, and an enumeration of the successive extensions of the classified service.

The Twenty-first Report, January 4, 1905, contains an account of the various methods by which appointments are made without competitive examinations

and the extent to which the operation of the merit system is obstructed by these means. The progress of the plan for the consolidation of the local examining boards into districts, the operation of the regulations governing the examination and appointment of rural carriers, and the operation of the competitive system in the insular possessions are discussed. The results of the inquiry through United States consuls into the civil service of foreign countries is mentioned and set forth fully in the appendix. Statistics concerning the extent of the executive civil service, taken from Census Bulletin No. 12, are presented.

The Twenty-second Report, November 29, 1905, contains a statement of the progress made in the adoption and enforcement of regulations governing the appointment of unskilled laborers, of the status of fourth-class postmasters, the operation of the rules under the district system, and in the appointment of rural carriers; various comparative statements and tables in regard to appointments, salaries, promotions, transfers, etc., in the competitive service, and a discussion of the competitive system in States and cities.

The Twenty-third Report, November 25, 1906, contains a recommendation for the reclassification of the service, a discussion of superannuation, of the present lack of opportunity in the service, a summary of regulations governing the appointment of unclassified laborers and governing appointments in the classified service outside of Washington.

HISTORICAL REGISTER

OF THE

UNITED STATES CIVIL SERVICE COMMISSION.

COMMISSIONERS:

JOHN C. BLACK, Illinois, *President.*
HENRY F. GREENE, Minnesota.
JOHN A. McILHENNY, Louisiana.

FRANK M. KIGGINS, *Chief Examiner.*
JOHN T. DOYLE, *Secretary.*

List of Commissioners, chief examiners, and secretaries since 1883.

Name.	Whence appointed.	Date of oath of office.	Date of retirement.
COMMISSIONERS.			
Dorman B. Eaton	New York	Mar. 9,1883	Resigned Apr. 17, 1886.
John M. Gregory	Illinois	do	Resigned Nov. 9, 1885.
Leroy D. Thoman	Ohio	do	Do.
Wm. L. Trenholm	South Carolina	Nov. 9,1885	Resigned Apr. 17, 1886.
Alfred P. Edgerton	Indiana	do	Removed Feb. 9, 1889.
John H. Oberly	Illinois	Apr. 17,1886	Resigned Oct. 10, 1888.
Charles Lyman	Connecticut	do	Resigned May 24, 1895.
Hugh S. Thompson	South Carolina	May 9,1889	Resigned June 23, 1892.
Theodore Roosevelt	New York	May 13,1889	Resigned May 5, 1895.
George D. Johnston	Louisiana	July 14,1892	Removed Nov. 28,1893.
John R. Procter	Kentucky	Dec. 2,1893	Died Dec. 12, 1903.
William G. Rice	New York	May 16,1895	Resigned Jan. 19, 1898.
John B. Harlow	Missouri	May 25,1895	Resigned Nov. 14, 1901.
Mark S. Brewer	Michigan	Jan. 19,1898	Died Mar. 18, 1901.
William A. Rodenberg	Illinois	Mar. 25,1901	Resigned Mar. 31, 1902.
William Dudley Foulke	Indiana	Nov. 15,1901	Resigned Apr. 30, 1903.
James Rudolph Garfield	Ohio	Apr. 24,1902	Resigned Feb. 25, 1903.
Alford W. Cooley	New York	June 18,1903	Resigned Nov. 6, 1906.
Henry F. Greene	Minnesota	June 20,1903	
John C. Black	Illinois	Jan. 16,1904	
John A. McIlhenny	Louisiana	Nov. 30,1907	
CHIEF EXAMINERS.			
Charles Lyman	Connecticut	May 11,1883	Apr. 17, 1886.[a]
William H. Webster	do	Aug. 28,1886	Died Mar. 23, 1896.
A. Ralph Serven	New York	June 8,1896	Resigned June 7, 1903.
Frank M. Kiggins [b]	Tennessee	June 8,1903	
SECRETARIES.			
Wm. S. Roulhac	North Carolina	June 11,1883	Died Apr. 17, 1884.
Robert D. Graham	do	Apr. 25,1884	Resigned Sept. 15, 1886.
John T. Doyle [c]	New York	Sept. 15,1886	

[a] Appointed Commissioner.
[b] Mr. Kiggins was chief of the examining division for thirteen years prior to his appointment by the President to the position of chief examiner.
[c] Mr. Doyle was appointed stenographer to the Commission Mar. 9, 1883, and promoted upon appointment by the President from that position to secretary.

STATISTICAL INFORMATION.

The primary object of the statistical information in this report is to show the work accomplished and the progress made during the year, so far as this may be done by means of tables. Statistics covering more than a year are presented wherever deemed desirable.

The statistical information deals first with the number of examinations held and the number of competitors therein by States for the general examinations, and by cities for those held for local services, and shows the number of competitors and the number who pass and fail (Tables 1 to 6). This is followed by the information given in Table 7, showing more in detail the number of examinations, the number of competitors, and the number and per cent who passed by sex and by examination; also the number appointed from all examinations during the year. Then follows a table showing the apportionment of appointments among the States and Territories (Table 8). Next is a table showing appointments by years for some principal examinations (Table 9). Then follow tables showing the changes in the service during the year for the several branches of the service, these changes being summarized in another table (Tables 10 to 17). Table 18 shows separations for a period of ten years. Table 19 shows the number of positions by States in the several branches of the service at the beginning of the year, accessions to and separations from the service during the year, and the number at the end of the year. Table 19 shows, by years since the rules went into operation, the number of competitive positions, number and per cent of applicants who passed the examination, and the number of persons appointed.

There has been naturally much desire and need for more statistical information respecting employees in the executive civil service than would properly come within the province of the Commission, and would be beyond its power to prepare. This desire and need have been supplied by two census bulletins.

In 1904 the Bureau of the Census issued Bulletin No. 12, prepared in cooperation with the Commission, entitled "The Executive Civil Service of the United States." It contains tables, with comment of 150,383 officers and employees, relating to sex, nativity, character of appointment and work, age, period of service, salary, and place where employed, arranged to show the more significant and interesting facts relative to present expenditure for salaries, tenure of office, extent to which women are employed, and other matters of economic and social importance.

A more detailed inquiry was made by the Bureau of the Census in 1907, the results of which have been published in Census Bulletin No. 94, of which the following is a brief outline, and from which the diagrams have been taken:

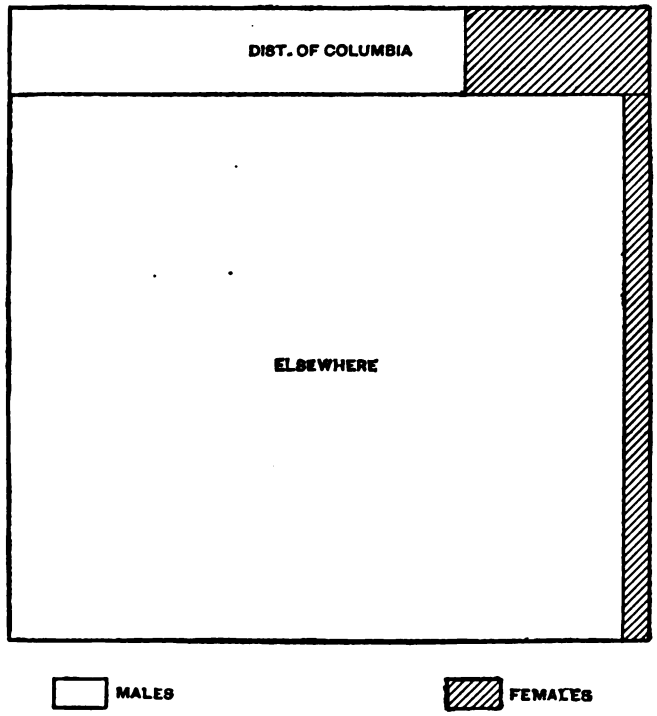
On July 1, 1907, according to this bulletin, the total number of employees in the executive civil service, exclusive of persons in the consular and diplomatic service, was 286,902; and of this number 29,103—practically one-tenth—were employed at the national capital.

That the relative importance of women is much greater among the employees in the District than among those elsewhere is graphically indicated by Diagram 1, which classifies the employees by sex and place of employment.

SCOPE OF BULLETIN.

In the detailed statistical tables it was considered impracticable to include all these employees; in a few cases because the returns were too incomplete, but more often because certain classes are so peculiar in respect to the way they are appointed or the basis on which they are paid that their inclusion would have impaired the value of the statistics for the remaining classes. The most important classes omitted for this latter reason include 62,663 postmasters, 18,376

DIAGRAM 1.—*Employees in executive civil service, by sex and place of employment: 1907.*

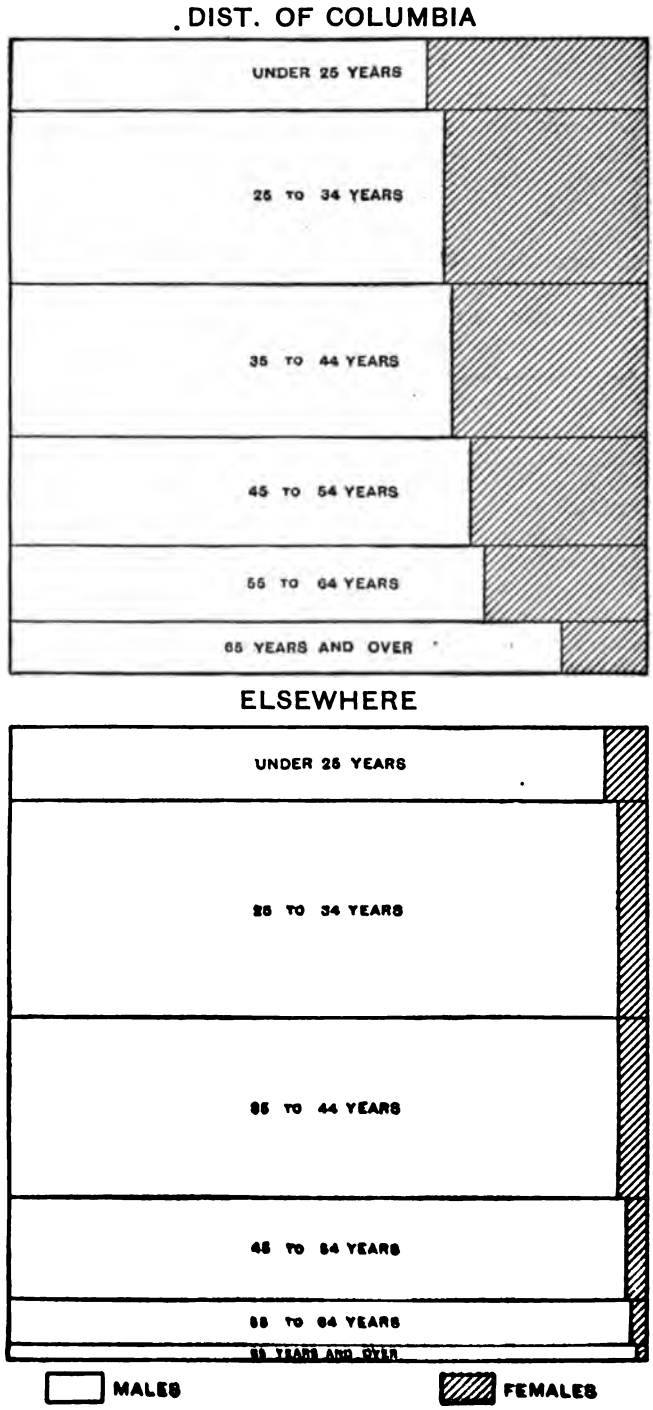


mechanics and laborers in navy-yards and naval stations, 12,850 clerks in post-offices not having free delivery, and 1,031 occasional employees of the Weather Bureau. Data for 4,584 employees of the Isthmian Canal Commission employed on the Isthmus were too incomplete to be included. As the net result of all omissions, the total number of persons treated by the Bureau of the Census as employees in the executive civil service is 185,874.

OVER 6,500 GOVERNMENT EMPLOYEES AT LEAST 65 YEARS OF AGE.

One of the most interesting questions considered in the bulletin is that of the age of the employees. One-half of them are under 36.5 years of age. In the District the median age is slightly higher, being 38.8 years, while elsewhere it is but 36.2.

DIAGRAM 2.—*Employees in executive civil service, by sex and age: 1907.*



The advanced age periods are, however, more interesting than the medians. The figures show that the Government employs in the civil service 4,364 persons from 65 to 69 years of age; 1,557 from 70 to 74 years; 465 from 75 to 79 years; and 137 at least 80 years of age. These figures give a total of 6,523 employees in the executive civil service who are 65 years of age or over. Of this number, 1,852 are employed in the District of Columbia and 4,671 elsewhere. Although less numerous in the District than elsewhere, employees of advanced age form a much larger proportion of the force in the District than they do of the force elsewhere. In the District practically 1 Government employee in 14 is at least 65 years of age, while elsewhere the corresponding figures are but about 1 in 34.

In an effort to determine whether these figures represent any special tendency for Government employees to remain in service after persons in other walks of life would have retired, the Census bulletin compares the ages of the Government employees with the ages of all breadwinners at the census of 1900, and reaches the conclusion that the tendency to remain in the Government service after reaching advanced age is not unusual, except, perhaps, among the male employees in the District of Columbia.

CIVIL-SERVICE RULES NOW PREVAIL.

Of the employees considered in this bulletin 164,051, or about 9 out of 10, are in the classified service, and most of the employees, about two-thirds of the total number, secured their present positions through open competitive examination. This is, in fact, practically the only way in which a person seeking Government employment can now enter the classified service. The two exceptions to the fundamental rule requiring a competitive examination are both unimportant, as only 2,573, or 1.4 per cent of the total number of employees, were reported as securing their present status by "noncompetitive examination" or by "preference." Persons who secured positions in the classified service through "classification and extension"—that is, survivors from a former system of appointment—form less than a fifth of the total number of employees. Thus the figures indicate that the greater part of the Government employees hold office by virtue of the new system instituted by the civil-service act of 1883.

TWO-THIRDS DO CLERICAL WORK.

In respect to the character of their work, the bulletin divides the employees into six main classes, as follows: Clerical, 122,636; subclerical and manual labor, 37,097; professional, technical, and scientific, 9,745; executive, 2,157; and miscellaneous, 5,643. Practically two-thirds of the Government employees are thus engaged in clerical work. The next largest class is formed by those whose work is subclerical and manual. These two classes together include 86 per cent of all the employees. None of the remaining classes is large, the percentage they constitute of the total varying from 1.2 for the executive, the smallest class, to 5.2 for the professional, technical, and scientific.

The median ages of the employees in these occupation classes are as follows: Clerical, 35.5; professional, technical, and scientific, 36.8; subclerical and manual labor, 37.7; mechanical, 39.4; miscellaneous, 43.7; and executive, 49.1. The youngest class is thus the clerical, the oldest the executive; and the difference between the median ages of the two is no less than thirteen and six-tenths years.

HALF HAVE SERVED LESS THAN FIVE YEARS.

The figures for length of service show that almost one-half (48.2 per cent) of the employees have worked for the Government less than five years. In each

DIAGRAM 4.—*Employees in executive civil service, by character of appointment: 1907.*

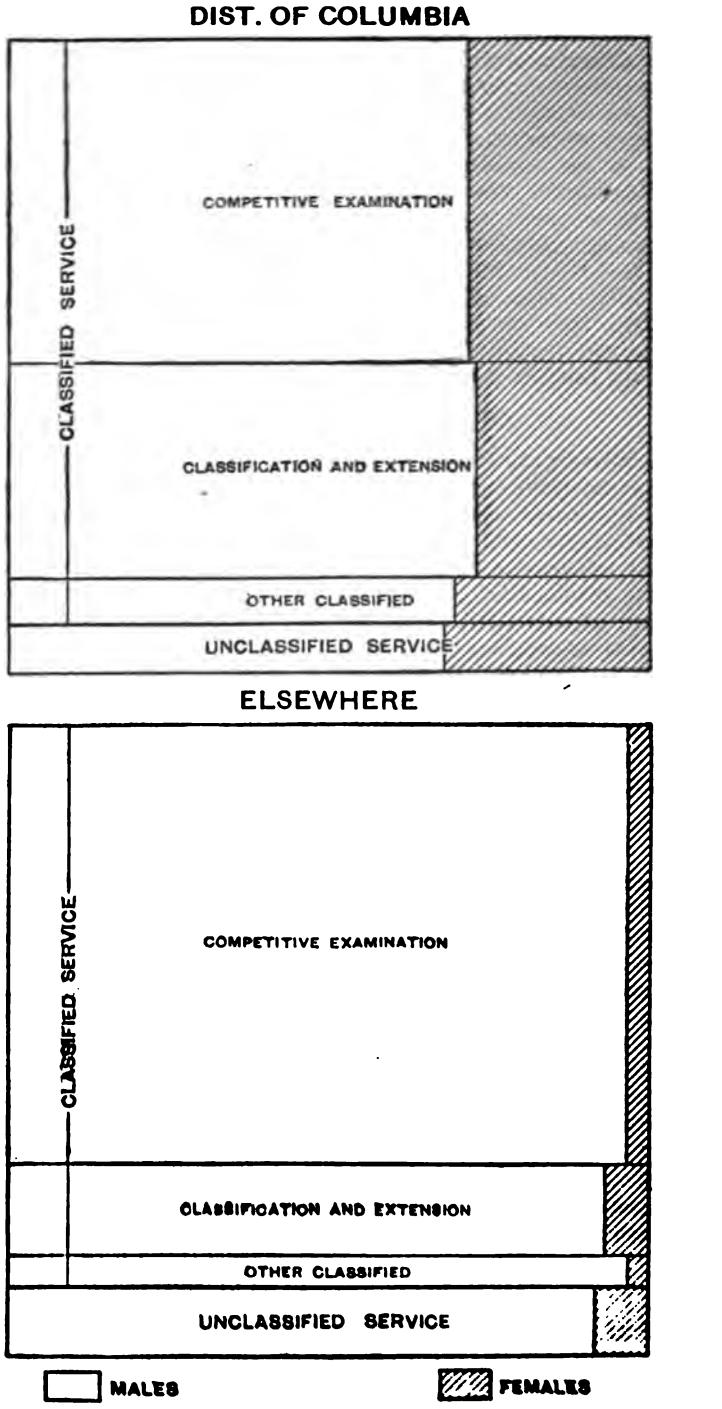
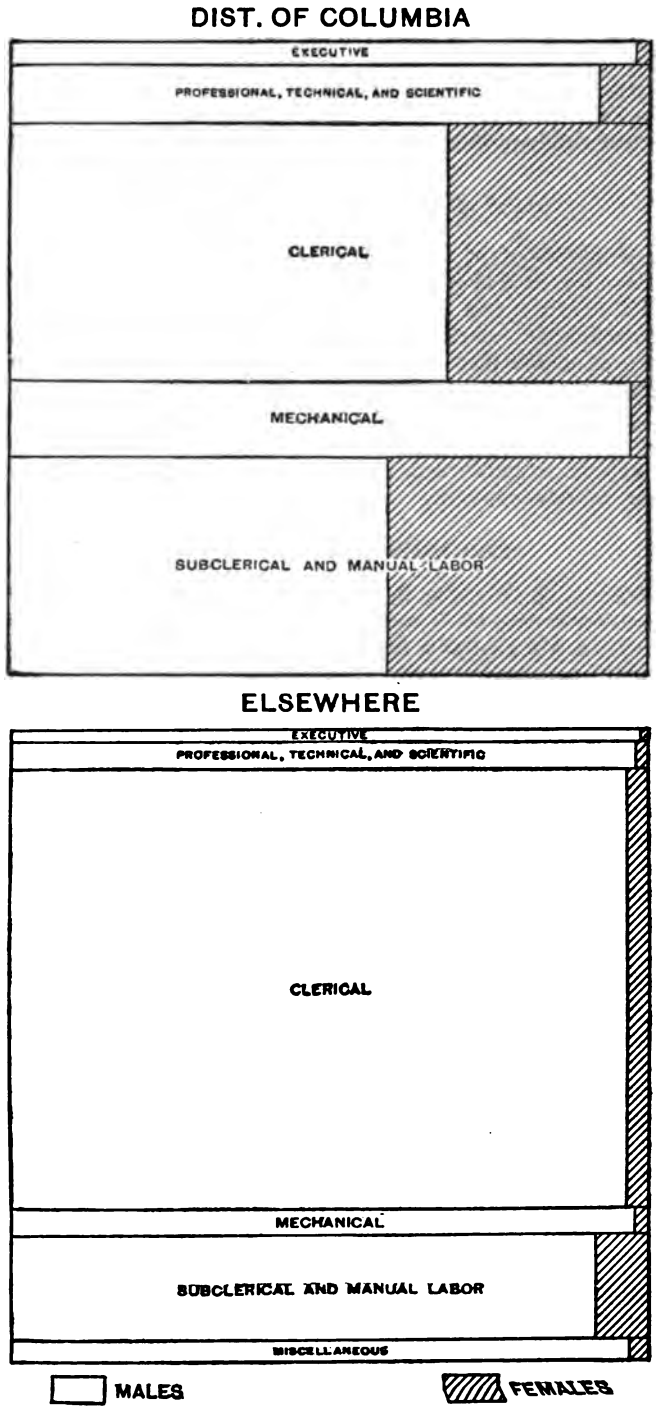


DIAGRAM 5.—*Employees in executive civil service, by sex and character of work: 1907.*



successive five-year period of service the number of employees grows smaller. There are 1,052 employees, or 6 out of every 1,000, who have been in Government employ more than forty years. A constant decrease of numbers as the period of service increases is the inevitable result of resignations, removals, and deaths. At the same time the growth of Government work also tends to increase the proportions in the shorter periods, since the creation of new positions, necessary as the work of the Government expands, generally results, directly or indirectly, in the appointment of persons who have never before been in the service.

MANY OF ADVANCED AGE WHEN APPOINTED.

Length of service is of course intimately connected with age. No young man can have served a long period. An old man, however, may have served a short period, and it is this fact which makes particularly interesting the table in the census bulletin, which classifies the employees by age and length of service. This table shows that at least 1,129 employees must have been appointed after reaching the age of 60 and that the actual number appointed after reaching that age is probably considerably larger. Although the proportion formed by persons of advanced age is greater in the District than it is elsewhere, this does not appear to indicate a greater tendency in the District toward the appointment of elderly people.

APPROXIMATE AVERAGE COMPENSATION.

In the District of Columbia the approximate average compensation for men is $1,178 and for women $837; elsewhere it is $935 for men and $766 for women. That the women are paid at a lower rate than the men does not indicate that women receive less than men for the same class of work, but reflects the fact that a far larger percentage of women than of men are engaged in subclerical work or manual labor.

The approximate average rates of compensation for different classes of employees are as follows: Executive, $1,983; professional, technical, and scientific, $1,375; miscellaneous, $1,221; mechanical, $959; clerical, $953; and subclerical and manual labor, $711. In the clerical class, it is interesting to note, the approximate average compensation for women ($950) is practically the same as that for men ($953).

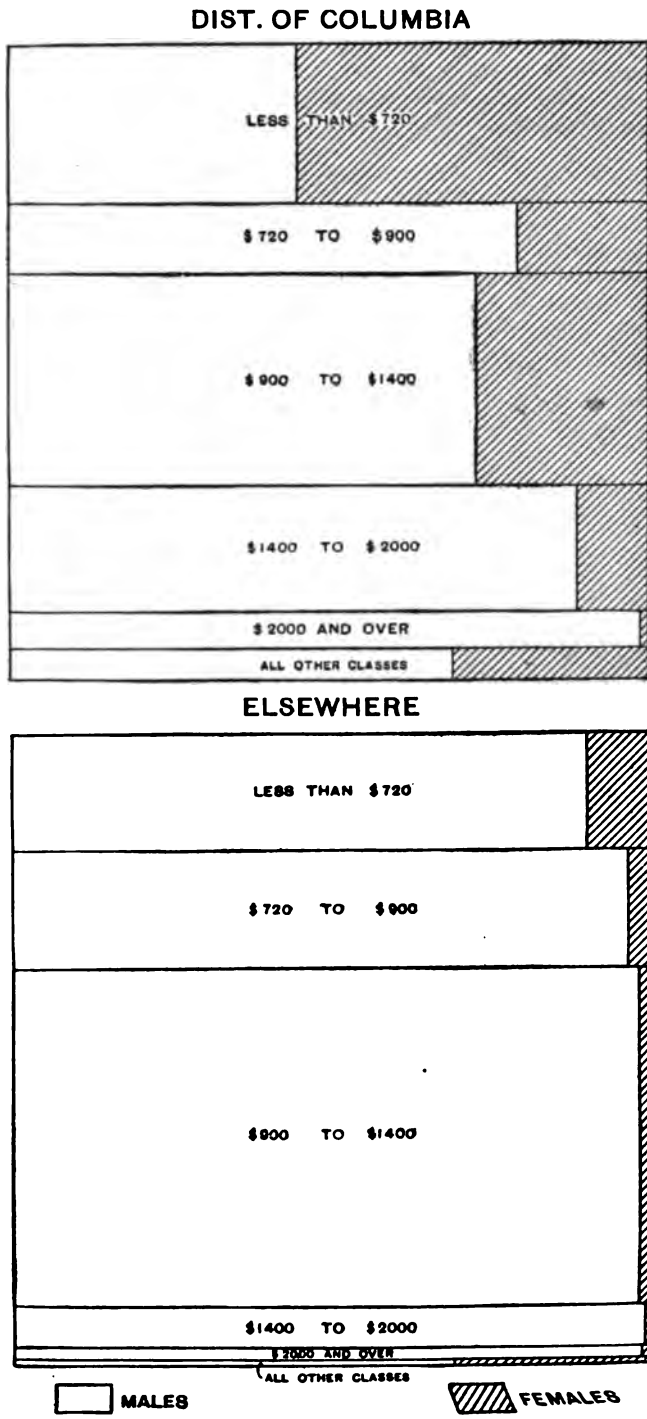
COMPENSATION INCREASES WITH AGE.

Among the employees engaged in each class of work a general tendency is apparent toward an increase in average compensation as age advances, though this increase is not always uninterrupted; and, similarly, there is almost uniformly a consistent increase in compensation as the length of service increases. The clerical class is a particularly good illustration of the latter tendency, since the average rate of compensation for that class, beginning at $757 for those who have been in the service less than one year, increases in each successive period without a single interruption until for those who have served forty years and over it is $1,450, an increase of $693.

POST-OFFICE LEADS THE DEPARTMENTS.

Of the employees considered in this bulletin more than one-half (106,811) are in the Post-Office Department. The great importance of this Department is of course due to the enormous number of persons required to handle the mail

DIAGRAM 6.—*Employees in executive civil service, by sex and compensation: 1907.*



of the country. The figures include 37,389 rural-delivery carriers, 28,846 clerks in classified offices, 24,696 letter carriers, and 13,892 railway mail clerks. It should be recalled, moreover, that 62,663 postmasters and 12,850 clerks are not included in the figures. If these are added, it will be found that the total number engaged in handling the mail of the country is 180,336. In marked contrast to this army of employees is the administrative force in the Post-Office Department at Washington, which consists of 1,988 persons.

WAR VETERANS IN SERVICE.

In answer to the inquiry concerning war service, 15,207 employees, 8.2 per cent of the total number, reported that they were war veterans. Of these veterans 8,464 had served in the civil war and 6,743 in the war with Spain.

The total number of employees at least 60 years of age is 13,363, and of this number 7,768, or 58.1 per cent, are war veterans. Roughly speaking, therefore, among every 10 employees at least 60 years of age 6 are war veterans.

TABLE 1.—*Showing, by place of examination, the number of examinations held for entrance to the Departmental (including Railway Mail and Indian) and Government Printing services and for the Philippine Service, the number of competitors, and the number that passed and that failed, during the year ended June 30, 1907.*[a]

State or Territory.	Number of examinations.[b]			Number of competitors.									
				Departmental and Government Printing services.					Philippine Service.				
				Passed.		Failed.			Passed.		Failed.		
	Scheduled.	Specially announced.	Total.	Male.	Female.	Male.	Female.	Total.	Male.	Female.	Male.	Female.	Total.
Alabama	14	26	40	76	.....	134	2	212	1	....	5	....	6
Alaska	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Arizona	11	25	36	32	9	26	3	70	.....	.....	.....	.....	.....
Arkansas	17	37	54	91	2	131	2	226	2	2	2	....	6
California	29	161	190	408	84	384	28	904	10	1	7	3	21
Colorado	33	103	136	175	22	178	12	387	11	6	6	....	23
Connecticut	11	34	45	101	6	110	2	219	2	....	3	....	5
Delaware	4	1	5	42	7	19	1	69	1	.....	.....	.....	1
District of Columbia	32	199	231	3,132	1,465	1,850	2,355	8,802	10	2	23	3	38
Florida	14	33	47	52	3	81	1	137	....	1	.....	.....	1
Georgia	20	48	68	180	14	184	9	387	1	1	7	1	10
Hawaii	2	7	9	22	1	8	.....	31	1	.....	.....	.....	1
Idaho	8	27	35	30	2	18	4	54	1	.....	.....	.....	1
Illinois	43	181	224	865	60	1,051	29	2,005	25	3	33	4	65
Indiana	32	165	197	622	27	710	24	1,383	31	7	30	3	71
Indian Territory	8	25	33	23	5	36	.....	64	.....	.....	.....	.....	.....
Iowa	42	134	176	412	28	411	13	864	12	2	14	....	28
Kansas	38	71	109	194	32	194	11	431	15	1	10	1	27
Kentucky	15	58	73	105	8	174	12	299	11	1	6	1	19
Louisiana	15	60	75	153	15	195	14	377	4	....	1	....	5
Maine	19	55	74	120	6	111	5	242	4	....	2	....	6
Maryland	16	65	81	331	31	314	28	704	3	.....	2	....	5
Massachusetts	35	182	217	1,049	43	907	25	2,024	16	1	17	1	35
Michigan	29	84	113	316	22	294	10	642	9	....	11	....	20
Minnesota	19	88	107	308	21	295	14	638	6	4	6	1	17
Mississippi	9	22	31	68	4	80	.....	152	6	....	3	....	9
Missouri	45	157	202	835	34	989	29	1,887	21	1	19	2	43
Montana	15	53	68	66	10	46	2	124	2	.....	.....	.....	2
Nebraska	21	63	84	256	11	267	2	536	6	1	9	....	16
Nevada	4	16	20	29	1	17	.....	47	.....	.....	.....	.....	.....
New Hampshire	10	26	36	65	1	44	.....	110	3	....	2	....	5
New Jersey	9	5	14	88	8	65	5	166	3	....	5	....	8
New Mexico	5	21	26	21	1	7	.....	29	1	....	1	....	2
New York	68	365	433	1,616	172	1,953	107	3,848	56	2	36	1	95
North Carolina	23	44	67	109	5	150	7	271	3	....	4	1	8
North Dakota	16	38	54	47	8	67	.....	122	3	.....	2	....	5
Ohio	42	177	219	731	35	613	31	1,410	26	4	20	3	53
Oklahoma	14	58	72	71	22	90	11	194	6	1	5	1	13
Oregon	11	53	64	82	17	59	8	166	3	1	4	....	8
Pennsylvania	48	204	252	847	76	901	36	1,860	31	6	23	2	62
Philippine Islands	.....	3	3	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Porto Rico	5	9	14	28	1	12	3	44	2	.....	.....	.....	2
Rhode Island	5	2	7	61	4	25	2	92	2	.....	.....	.....	2
South Carolina	12	35	47	95	1	163	.....	259	....	1	1	....	2
South Dakota	14	41	55	52	6	51	3	112	1	.....	.....	.....	1
Tennessee	27	71	98	157	13	247	15	432	3	....	4	....	7
Texas	34	97	131	258	14	259	12	543	4	1	13	....	18
Utah	7	41	48	40	2	75	3	120	4	....	3	....	7
Vermont	11	40	51	57	10	72	3	142	3	....	2	....	5
Virginia	31	85	116	230	10	244	12	496	2	....	4	....	6
Washington	28	80	108	146	13	107	7	273	5	1	4	1	11
West Virginia	14	26	40	78	2	65	3	148	5	.....	.....	.....	5
Wisconsin	37	83	120	224	24	188	16	452	4	....	7	....	11
Wyoming	12	30	42	39	9	47	12	107	3	....	2	....	5
Foreign countries	.....	6	6	77	.....	81	.....	158	.....	.....	.....	.....	.....
Total educational	1,083	3,820	4,903	15,312	2,427	14,799	2,933	35,471	384	51	358	29	822

[a] See Table 7 for kinds of examination.

[b] Includes examinations for transfer, promotion, and reinstatement, as well as for original entrance to the service.

TABLE 1.—*Showing, by place of examination, the number of examinations held for entrance to the Departmental (including Railway Mail and Indian) and Government Printing services and for the Philippine Service, the number of competitors, and the number that passed and that failed, during the year ended June 30, 1907*—Continued.

	Number of competitors.									
	Departmental and Government Printing services.					Philippine Service.				
	Passed.		Failed.			Passed.		Failed.		
	Male.	Female.	Male.	Female.	Total.	Male.	Female.	Male.	Female.	Total.
Noneducational:										
Custodian service	745	.....	166	.....	911	.....	.....	.....	.....	.....
Engineer Department at large	3,125	4	40	.....	3,169	.....	.....	.....	.....	.....
Government Hospital for the Insane	212	135	.....	2	349	.....	.....	.....	.....	.....
Immigration Service	26	16	.....	.....	42	.....	.....	.....	.....	.....
Indian Insane Asylum	8	9	4	1	22	.....	.....	.....	.....	.....
Life-Saving Service (surfman)	442	.....	72	.....	514	.....	.....	.....	.....	.....
Light-House Service	878	2	64	.....	944	.....	.....	.....	.....	.....
National Military Parks	5	.....	1	.....	6	.....	.....	.....	.....	.....
Navy-Yard Service (mechanical trades)	22,005	.....	215	.....	22,220	.....	.....	.....	.....	.....
Ordnance Department at large	1,513	124	13	.....	1,650	.....	.....	.....	.....	.....
Public Health and Marine-Hospital Service	774	13	53	.....	840	.....	.....	.....	.....	.....
Quartermaster's Department at large	65	4	.....	.....	69	.....	.....	.....	.....	.....
Reclamation Service	1,407	1	143	.....	1,551	.....	.....	.....	.....	.....
Secret Service, Treasury Department	12	.....	217	.....	229	.....	.....	.....	.....	.....
Special employees, Treasury Department	2	.....	33	.....	35	.....	.....	.....	.....	.....
Subtreasury Service	48	.....	17	.....	65	.....	.....	.....	.....	.....
Miscellaneous	1,712	215	427	13	2,367	14	....	5	....	19
Total noneducational	32,979	523	1,465	16	34,983	14	....	5	....	19
Navy-Yard Service (examinations under Rule 3, section 3)	184	.....	312	.....	496	.....	.....	.....	.....	.....
Aggregate	48,475	2,950	16,576	2,949	70,950	398	51	363	29	841

TABLE 2.—*Showing, by legal residence, the number of persons examined for entrance to the Departmental (including Railway Mail and Indian) and Government Printing services, and the number that passed and that failed, during the year ended June 30, 1907.*

Legal residence.	Departmental Service.																						Government Printing Service.					Summary.				
	Clerk.					Special.					Railway mail.			Indian.																		
	Passed.		Failed.			Passed.		Failed.						Passed.		Failed.							Passed.		Failed.			Passed.		Failed.		
	Male.	Female.	Male.	Female.	Total.	Male.	Female.	Male.	Female.	Total.	Passed.	Failed.	Total.	Male.	Female.	Male.	Female.	Total.	Aggregate.	Male.	Female.	Male.	Female.	Total.	Male.	Female.	Male.	Female.	Aggregate.
Alabama	3	1	12	1	17	55	1	45	8	109	36	100	136	2	1			3	265			1		1	96	3	158	9	266
Alaska						2				2									2										2			2
Arizona	2	1	1		4	20	18	20	7	65	1	1	2	5	1	4		10	81						28	20	26	7	81
Arkansas	7	1	6		14	59	4	54	4	121	46	74	120		2	3		5	260	1				1	113	7	137	4	261
California	5	4	7	4	20	244	29	190	24	487	140	158	298	4	3	3	1	11	816	1	1	1		3	394	37	359	29	819
Colorado	5	4	6	2	17	140	21	169	9	339	23	11	34	7	4	2	3	16	406	1			1	2	176	29	188	15	408
Connecticut	6	3	5	1	15	88	13	104	8	213	54	22	76						304	5	1		1	7	153	17	131	10	311
Delaware	4	1	3		8	31	9	28	5	73	13	8	21		1			1	103	2				2	50	11	39	5	105
District of Columbia	11	14	18	8	51	1,633	774	754	1,495	4,656	9	8	17	2	7		2	11	4,735	80	9	11	4	104	1,735	804	791	1,509	4,839
Florida	5		2	2	9	58	9	53		120	19	38	57			1		1	187						82	9	94	2	187
Georgia	5	13	12	4	34	136	19	100	20	275	85	101	186		1			1	496	2		1		3	228	33	214	24	499
Hawaii				1	1	22	1	9		32									33						22	1	9	1	33
Idaho	2	1	2		5	30	2	14	5	51	8	1	9	2		3		5	70						42	3	20	5	70
Illinois	28	16	13	8	65	667	74	1,010	43	1,794	297	102	399	11	9	11		31	2,289	13		1	1	15	1,016	99	1,137	52	2,304
Indiana	17	13	14	6	50	459	33	654	24	1,170	250	110	360	25	5	27	9	66	1,646	5		2		7	756	51	807	39	1,653
Indian Territory	2		1	1	4	19	4	31	7	61	18	20	38	3	5	2		10	113						42	9	54	8	113
Iowa	12	14	7	3	36	282	23	395	13	713	171	48	219	4	6	3	1	14	982	6	1	1		8	475	44	454	17	990
Kansas	7	8	13	2	30	317	27	338	10	692	75	42	117	10	18	5	3	36	875	3				3	412	53	398	15	878
Kentucky	6	9	9	3	27	106	13	161	20	300	57	26	83	3	1	1		5	415	5		1		6	177	23	198	23	421
Louisiana	4	2	8	4	18	114	8	104	18	244	30	57	87						349			1		1	148	10	170	22	350
Maine		3	2	1	6	85	7	97	8	197	63	19	82	1				1	286	4		1		5	153	10	119	9	291
Maryland	18	30	29	22	99	488	146	373	246	1,253	71	39	110	2	3	1		6	1,468	46	3	16		65	625	182	458	268	1,533
Massachusetts	33	18	27	11	89	759	34	830	15	1,638	298	56	354	1	1	1		3	2,084	28		5	2	35	1,119	53	919	28	2,119
Michigan	9	10	8	4	31	194	24	268	14	500	157	53	210	3	9	4	1	17	758	1	1			2	364	44	333	19	760
Minnesota	5	5	7	1	18	189	21	249	13	472	158	56	214	7	12	8	2	29	733	5		4	1	10	364	38	324	17	743
Mississippi	5	4	28		37	66	5	40	4	115	56	99	155						307						127	9	167	4	307
Missouri	15	3	8	3	29	416	29	569	26	1,040	234	149	383	7	8	10	1	26	1,478	5		1	1	7	677	40	737	31	1,485
Montana		3			3	46	1	31	2	80	15	8	23	9	3	2		14	120	1				1	71	7	41	2	121
Nebraska	8	5	2	2	17	175	11	217	4	407	112	48	160	3	5	6	1	15	599	2				2	300	21	273	7	601
Nevada						17	5	13		35	1		1						36						18	5	13		36
New Hampshire	8		4	1	13	58	4	47		109	29	11	40			1		1	163						95	4	63	1	163
New Jersey	11	9	17	4	41	203	19	226	24	472	64	47	111			1		1	625	11		1		12	289	28	292	28	637
New Mexico	2		1		3	23	3	10	3	39	9	1	10	1	2	1		4	56						35	5	13	3	56
New York	64	38	74	12	188	1,575	163	1,625	130	3,493	253	129	382	9	12	5	2	28	4,091	31	1	7	2	41	1,932	214	1,840	146	4,132
North Carolina	10	4	17	3	34	118	14	117	20	269	55	79	134	1	1	1	2	5	442	2			1	3	186	19	214	26	445

TABLE 2.—*Showing, by legal residence, the number of persons examined for entrance to the Departmental (including Railway Mail and Indian) and Government Printing services, and the number that passed and that failed, during the year ended June 30, 1907*—Continued.

Legal residence.	Departmental Service.																					Government Printing Service.					Summary.				
	Clerk.					Special.					Railway mail.			Indian.																	
	Passed.		Failed.			Passed.		Failed.						Passed.		Failed.						Passed.		Failed.			Passed.		Failed.		
	Male.	Female.	Male.	Female.	Total.	Male.	Female.	Male.	Female.	Total.	Passed.	Failed.	Total.	Male.	Female.	Male.	Female.	Total.	Aggregate.	Male.	Female.	Male.	Female.	Total.	Male.	Female.	Male.	Female.	Aggregate.
North Dakota		2			2	27	4	33		64	25	26	51	2	4	1		7	124	1				1	55	10	60		125
Ohio	30	24	15	9	78	436	35	542	53	1,066	310	95	405	12	3	5	2	22	1,571	13		3	2	18	801	62	660	66	1,589
Oklahoma	3	1	5		9	66	15	63	5	149	29	19	48	5	17	9	9	40	246	1	1	1		3	104	34	97	14	249
Oregon	6		3		9	54	16	49	7	126	21	5	26	5	6	1	1	13	174						86	22	58	8	174
Pennsylvania	57	39	46	8	150	737	104	742	71	1,654	219	109	328	2	7	1	2	12	2,144	55	3	6	1	65	1,070	153	904	82	2,209
Philippine Islands						3		3		6				1				1	7						4		3		7
Porto Rico	2	1	4	3	10	23	1	8		32	6	2	8						50						31	2	14	3	50
Rhode Island	2	3	6		11	68	8	39	3	118	25	6	31						160			1		1	95	11	52	3	161
South Carolina	5	5	14	3	27	105	9	70	11	195	50	119	169	2		2		4	395	2				2	164	14	205	14	397
South Dakota	2		5		7	35	6	31	4	76	19	12	31	3	4	7	1	15	129	1				1	60	10	55	5	130
Tennessee	15	4	14	14	47	79	19	114	13	225	54	74	128	3	2	2		7	407	5		2		7	156	25	206	27	414
Texas	22	4	20	4	50	218	23	220	18	479	92	72	164	1		5	1	7	700	1				1	334	27	317	23	701
Utah	5	1	1	1	8	29	3	55	2	89	10	19	29	1		1		2	128				1	1	45	4	76	4	129
Vermont	2	6	1	1	10	35	5	65	4	109	27	14	41	1				1	161	3				3	68	11	80	5	164
Virginia	20	25	25	12	88	433	134	320	199	1,086	87	86	173	2	3	3	2	10	1,357	14		3		17	562	162	437	213	1,374
Washington	11	2	5	2	20	136	12	88	4	240	18	10	28	1	2	4	1	8	296						166	16	107	7	296
West Virginia	5	5	5	4	19	92	8	71	21	192	54	18	72						283		1			1	151	14	94	25	284
Wisconsin	7	4	9		20	128	20	146	19	313	112	53	165	10	17	11	9	47	545	4				4	261	41	219	28	549
Wyoming		6	2		8	33	4	22	13	72	20	21	41	1	1	1		3	124	1				1	55	11	40	13	125
Foreign countries						7		1		8									8						7		1		8
Total	519	369	543	175	1,606	11,636	1,994	11,629	2,676	27,935	4,085	2,481	6,566	174	180	159	56	575	36,682	361	22	71	18	472	16,775	2,571	14,883	2,925	37,154
Examinations which can not be arranged by legal residence:																															
Custodian Service																									795		347		1,142
Engineer Department at Large																									3,125	4	40		3,169
Government Hospital for the Insane																									212	135		2	349
Immigration Service																									26	16			42
Indian Insane Asylum																									8	9	4	1	22
Life-Saving Service—surfman																									442		72		514
Light-House Service																									878	2	64		944
Mint and Assay Service																									101	69	45	14	229
National Military Parks																									5		1		6
Navy-Yard Service (examinations under Rule 3, section 3)																									184		312		496
Navy-Yard Service (mechanical trades)																									22,005		215		22,220

Ordnance Department at Large	1,525	124	18	----	----	1,667
Public Health and Marine-Hospital Service	774	13	53	----	----	840
Quartermaster's Department at Large	65	4	----	----	----	69
Reclamation Service	1,407	1	143	----	----	1,551
Secret Service	12	----	217	----	----	229
Special employees, Treasury Department	2	----	33	----	----	35
Subtreasury Service	134	2	129	----	7	272
Total	31,700	379	1,693	24	33,796	
Aggregate	85,475	2,950	16,576	2,949	70,950	

See Table 7 for kinds of examination.

TABLE 3.—*The number of persons examined for entrance to the Custom-House Service, and the number that passed and that failed, during the year ended June 30, 1907.*

Location of office.	First grade.					Second grade.					Third grade.					Special.[a]					Summary.		
	Passed.		Failed.			Passed.		Failed.			Passed.		Failed.			Passed.		Failed.					
	Male.	Female.	Male.	Female.	Total.	Male.	Female.	Male.	Female.	Total.	Male.	Female.	Male.	Female.	Total.	Male.	Female.	Male.	Female.	Total.	Passed.	Failed.	Total.
Baltimore, Md																							
Boston, Mass	145	9	38	2	194	259	....	20	....	279	222	1	21	....	244	62	....	45	....	107	698	126	824
Buffalo, N. Y	12	....	5	....	17	6	....	3	....	9	4	....	2	....	6	1	....	12	....	13	23	22	45
Burlington, Vt	11	1	14	....	26	3	....	....	....	3	....	....	....	....	....	....	....	....	....	....	15	14	29
Chicago, Ill	43	....	37	1	81	20	....	14	....	34	25	....	18	....	43	29	....	68	....	97	117	138	255
Cincinnati, Ohio	7	....	1	....	8	16	....	5	....	21	5	....	....	....	5	....	....	....	....	....	28	6	34
Cleveland, Ohio	9	1	7	....	17	4	....	1	....	5	1	....	....	....	1	....	....	....	....	....	15	8	23
Detroit, Mich	19	....	6	....	25	4	....	1	....	5	6	2	1	....	9	....	....	....	....	....	31	8	39
Honolulu, Hawaii	7	....	7	....	14	11	....	5	....	16	24	1	1	....	26	....	....	....	....	....	43	13	56
New Orleans, La	24	....	25	....	49	24	....	24	....	48	32	3	15	....	50	30	....	43	....	73	113	107	220
Newport News, Va																3	....			3	3		3
New York, N. Y						50	....	18	....	68						379	....	239	2	620	429	259	688
Philadelphia, Pa																							
Plattsburg, N. Y	5	....	2	....	7	2	....	....	....	2	3	....	....	....	3	....	....	....	....	....	10	2	12
Portland, Oreg	36	....	21	....	57	6	....	1	....	7	10	....	1	....	11	2	....	4	....	6	54	27	81
Port Townsend, Wash	50	....	29	....	79						107	....	2	....	109	18	....	5	....	23	175	36	211
St. Louis, Mo	14	....	5	....	19	3	....	3	....	6	7	....	2	....	9	....	....	....	....	....	24	10	34
St. Paul, Minn	10	....	5	....	15											....	....	....	....	....	10	5	15
San Francisco, Cal	42	....	19	....	61	22	....	9	....	31	57	3	5	1	66	23	....	4	....	27	147	38	185
San Juan, P. R	10	....	15	....	25	8	....	16	....	24						4	....			4	22	31	53
Tampa, Fla	5	....	3	....	8	2	....	1	....	3	2	....	....	....	2	3	....	1	....	4	12	5	17
Total, principal offices	449	11	239	3	702	440	....	121	....	561	505	10	68	1	584	554	....	421	2	977	1,969	855	2,824
Other offices	308	6	280	....	594	16	....	4	....	20	80	11	9	2	102	36	....	10	....	46	457	305	762
Aggregate	757	17	519	3	1,296	456	....	125	....	581	585	21	77	3	686	590	....	431	2	1,023	2,426	1,160	3,586

[a] See Table 7 for kinds of examination.

TABLE 4.—*The number of persons examined for the Internal-Revenue Service, and the number that passed and that failed, during the year ended June 30, 1907.*

Location of office.	Passed.		Failed.		Total.	Location of office.	Passed.		Failed.		Total.
	Male.	Female.	Male.	Female.			Male.	Female.	Male.	Female.	
Albany, N. Y.[a]	1	....	1	....	2	Louisville, Ky	34	....	24	....	58
Alexandria, Va	14	....	12	....	26	Madison, Wis	4	....	1	....	5
Asheville, N. C	35	1	46	....	82	Milwaukee, Wis	6	....	1	....	7
Atlanta, Ga	5	....	2	....	7	Nashville, Tenn	3	....	3	....	6
Austin, Tex	6	....	....	....	6	Newark, N. J	18	....	21	....	39
Baltimore, Md	24	1	20	2	47	New Orleans, La	....	....	....	....	....
Birmingham, Ala	5	....	12	....	17	New York, N. Y.:					
Boston, Mass	49	....	20	....	69	Second district[a]	....	....	....	....	....
Bristol, Tenn	12	....	8	....	20	Third district[a]	....	....	....	....	....
Brooklyn, N. Y	73	....	72	....	145	Omaha, Nebr	50	....	19	1	70
Burlington, Iowa	19	....	7	....	26	Owensboro, Ky	19	1	1	....	21
Camden, N. J	1	....	1	....	2	Parkersburg, W. Va	12	....	13	....	25
Chicago, Ill	11	....	9	....	20	Peoria, Ill	18	....	11	....	29
Chillicothe, Ohio	8	....	1	....	9	Philadelphia, Pa	56	....	25	....	81
Cincinnati, Ohio	24	....	3	....	27	Pittsburg, Pa	51	....	38	....	89
Cleveland, Ohio	6	....	....	....	6	Portland, Oreg	32	....	10	....	42
Columbia, S. C	....	....	3	....	3	Portsmouth, N. H	10	....	5	....	15
Covington, Ky	7	1	1	....	9	Raleigh, N. C	....	....	1	....	1
Dallas, Tex	22	....	12	....	34	Richmond, Va	10	....	4	....	14
Danville, Ky	14	....	19	....	33	Rochester, N. Y	17	....	8	....	25
Denver, Colo	12	....	9	....	21	Sacramento, Cal	9	1	1	....	11
Detroit, Mich	2	....	2	....	4	St. Louis, Mo	94	....	52	....	146
Dubuque, Iowa	17	1	7	....	25	St. Paul, Minn	6	....	7	....	13
East St. Louis, Ill	7	....	4	1	12	Salt Lake City, Utah	1	....	1	....	2
Grand Rapids, Mich	1	....	2	....	3	San Francisco, Cal	85	....	30	....	115
Hartford, Conn	7	....	4	....	11	Santa Fe, N. Mex	2	....	2	....	4
Honolulu, Hawaii	1	....	6	....	7	Scranton, Pa	34	1	13	....	48
Jacksonville, Fla	....	....	4	....	4	Springfield, Ill	24	1	8	1	34
Kansas City, Mo	13	....	10	1	24	Syracuse, N. Y	10	....	7	....	17
Lancaster, Pa	4	....	2	....	6	Terre Haute, Ind	18	....	10	....	28
Lawrenceburg, Ind	15	....	4	....	19	Toledo, Ohio	6	....	6	....	12
Leavenworth, Kans	21	3	12	....	36						
Lexington, Ky	26	....	23	....	49	Total	1,094	11	662	6	1,773
Little Rock, Ark	3	....	2	....	5						

[a] Examinations also held for these districts at Brooklyn N. Y.

TABLE 5.—*The number of persons examined for entrance to the Post-Office Service, and the number that passed and that failed, during the year ended June 30, 1907.*

Location of office.	Passed.			Failed.			Aggregate.
	Male.	Female.	Total.	Male.	Female.	Total.	
Albany, N. Y	37	8	45	39	....	39	84
Allegheny, Pa	29	1	30	26	....	26	56
Atlanta, Ga	131	12	143	211	4	215	358
Baltimore, Md	141	21	162	71	1	72	234
Boston, Mass	859	15	874	176	2	178	1,052
Bridgeport, Conn	11	2	13	8	....	8	21
Brooklyn, N. Y	213	6	219	205	2	207	426
Buffalo, N. Y	193	5	198	55	1	56	254
Camden, N. J	9	....	9	4	....	4	13
Chicago, Ill	992	31	1,023	1,313	11	1,324	2,347
Cincinnati, Ohio	165	3	168	58	1	59	227
Cleveland, Ohio	113	1	114	35	....	35	149
Columbus, Ohio	83	3	86	31	1	32	118
Dayton, Ohio	43	2	45	10	....	10	55
Denver, Colo	109	6	115	54	2	56	171
Des Moines, Iowa	27	....	27	11	....	11	38
Detroit, Mich	163	8	171	77	1	78	249
Fall River, Mass	29	....	29	6	....	6	35
Grand Rapids, Mich	43	5	48	16	1	17	65
Hartford, Conn	12	....	12	13	....	13	25
Indianapolis, Ind	106	13	119	54	1	55	174
Jersey City, N. J	20	2	22	21	1	22	44
Kansas City, Mo	180	11	191	111	....	111	302
Los Angeles, Cal	212	15	227	83	9	92	319
Louisville, Ky	86	12	98	82	4	86	184
Lowell, Mass	53	1	54	17	....	17	71
Lynn, Mass	15	....	15	3	1	4	19
Memphis, Tenn	58	9	67	109	....	109	176
Milwaukee, Wis	106	9	115	55	1	56	171

TABLE 5.—*The number of persons examined for entrance to the Post-Office Service, and the number that passed and that failed, during the year ended June 30, 1907*—Con.

Location of office.	Passed.			Failed.			Aggregate.
	Male.	Female.	Total.	Male.	Female.	Total.	
Minneapolis, Minn	121	7	128	64	1	65	193
Nashville, Tenn	39	6	45	42	.....	42	87
Newark, N. J	88	4	92	81	2	83	175
New Bedford, Mass	29	2	31	11	1	12	43
New Haven, Conn	36	.....	36	14	.....	14	50
New Orleans, La	83	7	90	155	2	157	247
New York, N. Y	1,163	25	1,188	1,090	10	1,100	2,288
Oakland, Cal	82	23	105	77	4	81	186
Omaha, Nebr	61	17	78	41	.....	41	119
Paterson, N. J	27	.....	27	15	.....	15	42
Philadelphia, Pa	319	41	360	294	6	300	660
Pittsburg, Pa	207	6	213	166	3	169	382
Portland, Oreg	71	20	91	41	3	44	135
Providence, R. I	53	7	60	22	.....	22	82
Reading, Pa	78	.....	78	15	.....	15	93
Richmond, Va	54	1	55	47	.....	47	102
Rochester, N. Y	70	.....	70	30	.....	30	100
St. Joseph, Mo	29	3	32	22	1	23	55
St. Louis, Mo	198	23	221	177	1	178	399
St. Paul, Minn	37	12	49	13	2	15	64
San Francisco, Cal	146	25	171	86	7	93	264
Scranton, Pa	35	13	48	13	.....	13	61
Seattle, Wash	139	29	168	58	7	65	233
Springfield, Mass	34	.....	34	7	.....	7	41
Syracuse, N. Y	35	1	36	12	.....	12	48
Toledo, Ohio	56	9	65	39	1	40	105
Trenton, N. J	13	1	14	14	.....	14	28
Troy, N. Y	50	.....	50	18	.....	18	68
Washington, D. C	237	61	298	129	12	141	439
Wilmington, Del	32	.....	32	22	.....	22	54
Worcester, Mass	41	5	46	13	.....	13	59
Total clerk-carrier for cities of more than 75,000 inhabitants	7,901	549	8,450	5,782	107	5,889	14,339
For cities of less than 75,000 inhabitants	6,910	1,334	8,244	5,826	293	6,119	14,363
Total clerk-carrier	14,811	1,883	16,694	11,608	400	12,008	28,702
Specials:							
Clerk-carrier, Polish—Detroit, Mich	4	.....	4	4	.....	4	8
Rural carrier	20,836	235	21,071	1,238	3	1,241	22,312
Total specials	20,840	235	21,075	1,242	3	1,245	22,320
Aggregate	35,651	2,118	37,769	12,850	403	13,253	51,022

TABLE 6.—*The number of persons examined for transfer, promotion, and reinstatement, and the number that passed and that failed, during the year ended June 30, 1907.*

Branch of service.	Passed.		Failed.		Total.
	Male.	Female.	Male.	Female.	
Departmental and Government Printing	538	69	639	51	1,297
Custom-House	584	1	94	.....	679
Internal-Revenue	1	.....	6	.....	7
Post-Office	2	.....	.....	1	3
Total	1,125	70	739	52	1,986

See Table 7 for kinds of examination.

TABLE 7.—*The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed during the year ended June 30, 1907.*

Kind of examination.	Number of examinations.	Examined.			Passed.			Per cent that passed.			Appointed.						
											In Washington.			Outside Washington.			Aggregate.
		Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	
DEPARTMENTAL SERVICE.																	
With educational test:																	
Acting assistant surgeon	12	17	.....	17	13	.....	13	77	.....	77	.....	.....	.....	5	.....	5	5
Agriculturist in dry-land agriculture	.....	2	.....	2	.....	.....	.....	0	.....	0	2	.....	2	.....	.....	.....	2
Aid, Coast and Geodetic Survey	32	47	.....	47	18	.....	18	38	.....	38	12	.....	12	.....	.....	.....	12
Aid, National Museum (marking and cataloguing human crania and skeletons)	2	5	.....	5	4	.....	4	80	.....	80	.....	.....	.....	.....	.....	.....	.....
Aid and laboratory apprentice	7	26	.....	26	19	.....	19	73	.....	73	.....	.....	.....	.....	.....	.....	.....
Aid in zoology, National Museum	2	3	.....	3	1	.....	1	33	.....	33	1	.....	1	.....	.....	.....	1
Analyst	20	34	.....	34	27	.....	27	79	.....	79	2	.....	2	1	.....	1	3
Apprentice	7	233	.....	233	187	.....	187	80	.....	80	75	.....	75	.....	.....	.....	75
Apprentice, United States Mint	.....	3	.....	3	1	.....	1	33	.....	33	.....	.....	.....	.....	.....	.....	.....
Arboriculturist in dry-land agriculture	.....	13	.....	13	4	.....	4	31	.....	31	1	.....	1	.....	.....	.....	1
Artist, Hygienic Laboratory	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	1	.....	.....	.....	1
Assistant agriculturist	.....	15	.....	15	5	.....	5	33	.....	33	1	.....	1	.....	.....	.....	1
Assistant animal husbandman	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	1	.....	.....	.....	1
Assistant chemist, Bureau of Standards	39	69	1	70	17	.....	17	25	.....	24	11	1	12	.....	.....	.....	12
Assistant chemist, Department of Agriculture	48	97	3	100	38	3	41	39	100	41	.....	.....	.....	.....	.....	.....	.....
Assistant clerk	3	2	1	3	2	1	3	100	100	100	.....	.....	.....	2	1	3	3
Assistant dairyman	.....	139	.....	139	40	.....	40	29	.....	29	9	.....	9	9	.....	9	18
Assistant electrical engineer	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	1	1
Assistant engineer, Reclamation Service	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	1	1
Assistant examiner, Patent Office	63	177	1	178	26	1	27	15	100	15	54	.....	54	.....	.....	.....	54
Assistant farmer	.....	11	.....	11	11	.....	11	100	.....	100	.....	.....	.....	7	.....	7	7
Assistant geologist	27	59	.....	59	36	.....	36	61	.....	61	1	.....	1	18	.....	18	19
Assistant in animal husbandry	.....	5	.....	5	1	.....	1	20	.....	20	1	.....	1	.....	.....	.....	1
Assistant in sugar-beet investigations	.....	33	.....	33	9	.....	9	27	.....	27	.....	.....	.....	2	.....	2	2
Assistant inspector of seed warehouse and seed distribution	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	3	.....	3	.....	.....	.....	3
Assistant librarian	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	1	.....	.....	.....	1
Assistant lumberman	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	14	.....	14	14
Assistant photographer	7	9	.....	9	2	.....	2	22	.....	22	1	.....	1	.....	.....	.....	1
Assistant physicist	20	32	.....	32	27	.....	27	84	.....	84	6	.....	6	1	.....	1	7
Assistant physiologist, Bureau of Plant Industry	.....	11	.....	11	5	.....	5	45	.....	45	.....	.....	.....	.....	.....	.....	.....

TABLE 7.—*The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed during the year ended June 30, 1907*—Continued.

Kind of examination.	Number of examinations.	Examined.			Passed.			Per cent that passed.			Appointed.						
											In Washington.			Outside Washington.			
		Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Aggregate.
DEPARTMENTAL SERVICE—continued.																	
With educational test—Continued.																	
Assistant superintendent of construction											1		1				1
Bacteriological chemist	228	782	19	801	337	9	346	43	47	43	44	2	46	66		66	112
Bookkeeper	83	139		139	48		48	35		35				6		6	6
Bookkeeper, Isthmian Canal Service	1	3		3	2		2	67		67							
Bookkeeper, Reclamation Service														1		1	1
Cement expert											1		1				1
Chemist																	
Chief, Laboratory of Physiological Chemistry		9		9	4		4	44		44	2		2				2
Chief, Sugar Laboratory											2		2				2
Chief food and drug inspection chemist		93	1	94	31		31	33	0	33				17		17	17
Chinese inspector														5		5	5
Civil engineer	28	36		36	30		30	83		83				5		5	5
Civil engineer and draftsman	8	8		8	4		4	50		50							
Civil engineer and superintendent of construction	46	56		56	18		18	32		32				14		14	14
Civil engineer student	24	43		43	27		27	63		63	4		4	4		4	8
Clerk	250	1,062	544	1,606	519	369	888	49	68	55	71	36	107	156	15	171	278
Clerk, Isthmian Canal Service	182	684		684	285		285	42		42				93		93	93
Clerk, Office of Chief of Staff, War Department											1	1	2				2
Clerk and dispenser, Isthmian Canal Service	3	3		3	1		1	33		33							
Clerk-draftsman, Land Office Service	33	128	10	138	21	2	23	16	20	17				11	1	12	12
Clerk, draftsman, and surveyor														1		1	1
Clerk-examiner	92	413	145	558	300	116	416	73	80	75	8	3	11	2		2	13
Clerk, French translator	25	53		53	12		12	23		23							
Clerk, qualified in French and German	13	25		25	11		11	44		44	4		4				4
Clerk, expert in internal commerce statistics											2		2				2
Clerk-typewriter-draftsman	8	13	1	14	3		3	23	0	21							
Computation clerk	10	520	1,258	1,778	161	340	501	31	27	28							2
Computer, Coast and Geodetic Survey	30	43	1	44	3		3	7	0	7	3		3	2		2	5
Computer, Nautical Almanac Office	10	10		10	2		2	20		20	4		4				4

Computer, Naval Observatory	12	10	4	14	5	3	8	50	75	57	3		3					3
Computer, Supervising Architect's Office	2	2		2	1		1	50		50	1		1					1
Constructing engineer, Reclamation Service		168		168	101		101	60		60	1		1	8		8		9
Custodian, Military Academy														2		2		2
Custodian Service—																		
Assistant-custodian-janitor	2	11		11				0		0				1		1		1
Dynamo tender	3	34		34	8		8	24		24				4		4		4
Electrical mechanic	1	2		2	2		2	100		100				1		1		1
Electrician	26	76		76	19		19	25		25				3		3		3
Electrician—elevator conductor	4	4		4	1		1	25		25								
Engineer, assistant or second-class	11	15		15	5		5	33		33				2		2		2
Engineer, chief or first-class	32	63		63	8		8	13		13				2		2		2
Janitor-electrician	1	2		2	2		2	100		100								
Wireman	4	24		24	5		5	21		21								
Deputy forest supervisor (Alaska)	8	9		9	2		2	22		22								
Deputy shipping commissioner	4	9		9	4		4	44		44								
Deputy shipping commissioner and clerk	9	11		11	7		7	64		64				3		3		3
Draftsman—																		
Apprentice, Ordnance Bureau, War Department		23		23	12		12	52		52	1		1					1
Architectural	37	69		69	36		36	52		52	23		23	1		1		24
Architectural, junior	66	98	1	99	27		27	28	0	27	17		17					17
Architectural and structural											1		1	4		4		5
Architectural and structural steel	8	11		11	4		4	36		36								
Artist											1		1					1
Engineer	12	17		17	9		9	53		53	4		4	1		1		5
Heating and ventilating	10	28		28	13		13	46		46	9		9					9
Land Office											1		1	1	1	2		3
Mechanical	25	45		45	13		13	29		29	5		5	7		7		12
Merhanical, Isthmian Canal Service														3		3		3
Mechanical, Ordnance Department at large	19	27		27	9		9	33		33								
Topographic	30	48	4	52	1		1	2	0	2				3		3		3
Topographic, Isthmian Canal Service	5	6		6	3		3	50		50				3		3		3
Topographic, apprentice	10	16	1	17				0	0	0								
Topographic, copyist	49	103	39	142	14	6	20	14	15	14	12	3	15	5		5		20
Topographic and cartographic	20	27		27				0		0								
Draftsman and surveyor	19	31		31	23		23	74		74								
Drainage engineer														1		1		1
Editorial and statistical assistant											7		7					7
Editorial clerk											2		2					2
Electrical assistant														6		6		6
Electrical engineer and draftsman	16	24		24	2		2	8		8	3		3					3
Electrical inspector														1		1		1
Electrician	48	81		81	15		15	19		19	4		4	6		6		10
Elevator conductor	12	45		45	35		35	78		78	15		15	2		2		17
Engineer	60	97		97	32		32	33		33				1		1		1
Engineer, Indian Service	35	43		43	22		22	51		51				7		7		7
Engineer and blacksmith	1	1		1				0		0				1		1		1
Engineer and carpenter	3	3		3				0		0								
Engineer and miller	2	2		2	1		1	50		50								
Engineer and sawyer	2	2		2				0		0				2		2		2

TABLE 7.—*The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed during the year ended June 30, 1907*—Continued.

Kind of examination.	Number of examinations.	Examined.			Passed.			Per cent that passed.			Appointed.						
											In Washington.			Outside Washington.			Aggregate.
		Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	
DEPARTMENTAL SERVICE—continued.																	
With educational test—Continued.																	
Engineering and hydrographic aid	38	71		71	67		67	94		94				39		39	39
Examiner, Reclamation Service	6	10		10	8		8	80		80				7		7	7
Examiner of surveys	27	45		45	13		13	29		29	2		2				2
Expert freight-rate clerk											3		3				3
Expert stenographer	11	69		69	3		3	4		4							
Farmer, Indian Service	84	117		117	38		38	32		32				33		33	33
Farmer with knowledge of irrigation	39	45		45	23		23	51		51				8		8	8
Field assistant														1		1	1
Fish culturist	48	71		71	35		35	49		49				24		24	24
Food and drug inspection chemist	60	186	4	190	15		15	8	0	8	10		10	1		1	11
Food and drug inspector	140	1,389		1,389	48		48	3		3	29		29	2		2	31
Foragemaster														1		1	1
Forest assistant	36	74		74	36		36	49		49				35		35	35
Forest planting assistant	10	13		13	6		6	46		46				5		5	5
Forest ranger														290		290	290
Forest supervisor	1	1		1	1		1	100		100				11		11	11
Guard, penitentiary	62	112		112	72		72	64		64				17		17	17
Herdbook assistant											2		2				2
Hospital interne, Isthmian Canal Service	21	40		40	28		28	70		70				9		9	9
Hydrographic aid														2		2	2
Hydrographic surveyor	8	11		11	4		4	36		36							
Immigrant inspector														29		29	29
Ink chemist and inkmaker	2	2		2	1		1	50		50	1		1				1
Inspector of boilers	23	46		46	19		19	41		41				6		6	6
Inspector of clothing														1		1	1
Inspector of construction	10	12		12	5		5	42		42				6		6	6
Inspector of grazing														4		4	4
Inspector of hats														1		1	1
Inspector of hulls	9	17		17	13		13	76		76				4		4	4
Inspector of meat products. (*See* meat inspector.)																	
Inspector of shoes and leather														1		1	1
Inspector of supplies														1		1	1
Inspector of textile fabrics	3	12		12	10		10	83		83				1		1	1

Interpreter, Immigration Service	148	809	59	868	610	45	655	75	76	75				8		8	8
Irrigation assistant, Geological Survey	19	32		32	24		24	75		75							
Irrigation engineer, Geological Survey	19	32		32	23		23	72		72				21		21	21
Irrigation farmer, Department of Agriculture	9	12		12	4		4	33		33							
Irrigation manager	14	18		18	11		11	61		61				5		5	5
Junior clerk, Reclamation Service	47	123	13	136	94	13	107	76	100	79							
Laboratory aid											3	3					3
Laboratory assistant, Bureau of Standards	15	18		18	3		3	17		17	2	2					2
Laboratory assistant, Department of Agriculture		25		25	17		17	68		68							
Laboratory assistant (glass blower)	1	2		2	2		2	100		100							
Laboratory helper, Department of Agriculture	21	40	2	42	37	2	39	93	100	93	20	20					20
Law clerk	37	77		77	11		11	14		14	8	8					8
Library assistant	11	1	20	21	1	13	14	100	65	67							
Lithographer's helper	3	6		6	4		4	67		67							
Magazine attendant	8	14		14	6		6	43		43				12		12	12
Matron, Immigration Service	3		20	20		9	9		45	45					7	7	7
Matron, Indian Service	90		114	114		96	96		84	84					83	83	83
Meat inspector	248	4,120		4,120	1,233		1,233	30		30				962		962	962
Mechanician											1	1					1
Medical interne, Government Hospital for the Insane	14	21	4	25	14	2	16	67	50	64	2	2					2
Messenger	117	1,063		1,063	878		878	83		83	16	16		55		55	71
Messenger (packer)	25	71		71	66		66	93		93	1	1					1
Messenger boy	39	862		862	759		759	88		88	219	219		88		88	307
Mint and Assay Service—																	
Schedule B—Assistant assayer	11	14		14	7		7	50		50							
Schedule D—																	
Adjuster	3	2	83	85	1	69	70	50	83	82					51	51	51
Classified laborer	1	1		1				0		0				1		1	1
Helper	3	90		90	71		71	79		79				37		37	37
Janitor	2	18		18	10		10	56		56				4		4	4
Machinist	1	1		1				0		0							
Pressman	1	1		1				0		0							
Watchman	3	19		19	12		12	63		63				4		4	4
Nautical expert											1	1					1
Observer, Weather Bureau	131	227		227	47		47	21		21				37		37	37
Ordnance Department at large—apprentice	5	17		17	12		12	71		71				8		8	8
Pharmacist	8	9		9	7		7	78		78				6		6	6
Physician, Indian Service	23	28		28	17		17	61		61				11		11	11
Physician, Isthmian Canal Service														12		12	12
Plant pathologist		4		4	3		3	75		75							
Poultry assistant											1	1					1
Preparator of fossils	3	2	1	3	1	1	2	50	100	67	1	1					1
Press boy	1	1		1	1		1	100		100							
Psychologist, Government Hospital for the Insane		2		2	2		2	100		100	1	1					1
Railroad transportation agent	31	72		72	15		15	21		21				1		1	1
Railway mail clerk	313	6,566		6,566	4,085		4,085	62		62				2,051		2,051	2,051
Safety appliance inspector																	

TABLE 7.—*The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed during the year ended June 30, 1907*—Continued.

Kind of examination.	Number of examinations.	Examined.			Passed.			Per cent that passed.			Appointed.						
											In Washington.			Outside Washington.			Aggregate.
		Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	
DEPARTMENTAL SERVICE—continued.																	
With educational test—Continued.																	
Scientific assistant, Bureau of Fisheries	2	3	.....	3	3	.....	3	100	.....	100	.....	.....	.....	.....	.....	.....	.....
Scientific assistant, Department of Agriculture	116	193	20	213	88	12	100	46	60	47	53	9	62	.....	.....	.....	62
Shipping commissioner	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	1	1
Skilled laborer	122	766	1,815	2,581	737	648	1,385	96	36	54	151	498	649	10	.....	10	659
Special examiner and special agent, Bureau of Corporations	110	1,013	1	1,014	123	.....	123	12	0	12	16	.....	16	.....	.....	.....	16
Statistician, Geological Survey	4	3	1	4	.....	1	1	0	100	25	2	1	3	.....	.....	.....	3
Stenographer	141	300	165	465	87	53	140	29	32	30	16	.....	16	44	2	46	62
Stenographer and typewriter	255	983	558	1,541	416	269	685	42	48	44	201	102	303	174	39	213	516
Subtreasury Service—																	
Schedule A—																	
Coin counter	6	28	.....	28	5	.....	5	18	.....	18	.....	.....	.....	2	.....	2	2
Money counter	1	8	4	12	1	.....	1	13	0	8	.....	.....	.....	4	.....	4	4
Note counter	1	7	4	11	2	2	4	29	50	36	.....	.....	.....	.....	.....	.....	.....
Schedule B—Clerk	2	49	1	50	27	.....	27	55	0	54	.....	.....	.....	8	.....	8	8
Schedule C—																	
Messenger	1	11	.....	11	9	.....	9	82	.....	82	.....	.....	.....	5	.....	5	5
Superintendent of building	1	54	.....	54	9	.....	9	17	.....	17	.....	.....	.....	1	.....	1	1
Watchman	1	36	.....	36	28	.....	28	78	.....	78	.....	.....	.....	4	.....	4	4
Watchman and janitor	1	5	.....	5	5	.....	5	100	.....	100	.....	.....	.....	2	.....	2	2
Superintendent of construction	11	13	.....	13	6	.....	6	46	.....	46	.....	.....	.....	3	.....	3	3
Supervising drainage engineer	17	19	.....	19	6	.....	6	32	.....	32	.....	.....	.....	2	.....	2	2
Surveyor of mineral deposits	4	4	.....	4	2	.....	2	50	.....	50	.....	.....	.....	.....	.....	.....	.....
Tagger, Department of Agriculture	102	1,047	.....	1,047	752	.....	752	72	.....	72	.....	.....	.....	272	.....	272	272
Tariff clerk (railroad)	46	107	.....	107	58	.....	58	54	.....	54	9	.....	9	1	.....	1	10
Teacher, Indian Service	108	74	80	154	55	49	104	74	61	68	.....	.....	.....	50	54	104	104
Teacher, assistant	2	2	7	9	1	5	6	50	71	67	.....	.....	.....	.....	.....	.....	.....
Teacher, domestic science	1	.....	1	1	.....	1	1	.....	100	100	.....	.....	.....	.....	1	1	1
Teacher, kindergarten	18	1	24	25	.....	23	23	0	96	92	.....	.....	.....	.....	0	0	0
Teacher, manual training	5	6	.....	6	3	.....	3	50	.....	50	.....	.....	.....	1	.....	1	1
Teacher, sloyd	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	1	1
Teacher of agriculture	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	1	1
Teacher of mechanical drawing	1	1	.....	1	.....	.....	.....	0	.....	0	.....	.....	.....	.....	.....	.....	.....

Technical assistant in pharmacology										1		1				1
Telegraph operator										5		5	4		4	9
Telephone operator	5	6		6	6		6	100		100	8	8	2	1	3	11
Testing assistant, Forest Service	5	6		6	5		5	83		83	3		3			3
Testing engineer											1		1			1
Topographic aid	9	11		11	3		3	27		27				12		12	12
Tracer (mechanical drawings), Isthmian Canal Service	20	20		20	6		6	21		21							
Trained nurse, Indian Service	15	1	15	16	1	11	12	100	73	75					15	15	15
Trained nurse, Isthmian Canal Service	35	16	49	65	12	44	56	75	90	86				10	23	33	33
Triangulation aid	10	13		13	11		11	85		85				1		1	1
Typewriter	163	401	221	622	346	187	533	86	85	86	82	25	107	144	16	160	267
Typewriter and translator														1		1	1
Veterinary inspector	71	450		450	208		208	46		46				265		265	265
Watchman	118	658		658	582		582	88		88	50		50	50		50	109
Watchman (Italian)	10	35		35	15		15	43		43							
Watchman, Naval Academy	1	40		40	34		34	85		85							
Wet-plate photographer	20	30		30	5		5	17		17	2		2				2
Wireman	14	35		35	8		8	23		23	1		1				1
Total educational, departmental service	5,662	29,679	5,320	34,999	14,951	2,405	17,356	50	45	50	1,353	692	2,045	5,470	320	5,790	7,835
Without educational test:																	
Custodian Service		911		911	745		745	82		82				172		172	172
Engineer Department at large		3,165	4	3,169	3,125	4	3,129	99	100	99				2,018		2,018	2,018
Government Hospital for the Insane		212	137	349	212	135	347	100	99	99	176	111	287				287
Immigration Service		26	16	42	26	16	42	100	100	100							
Indian Insane Asylum		12	10	22	8	9	17	67	90	77				4		4	4
Life-Saving Service (surfman)		514		514	442		442	86		86				255		255	255
Light-House Service		942	2	944	878	2	880	93	100	93				348	2	350	350
National military parks		6		6	5		5	83		83				1		1	1
Navy-Yard Service (mechanical trades)		22,220		22,220	22,005		22,005	99		99				11,280		11,280	11,280
Ordnance Department at large		1,526	124	1,650	1,513	124	1,637	99	100	99				503	120	623	623
Public Health and Marine-Hospital Service		827	13	840	774	13	787	94	100	94				603	14	617	617
Quartermaster's Department at large		65	4	69	65	4	69	100	100	100					5	5	5
Reclamation Service		1,550	1	1,551	1,407	1	1,408	91	100	91				742		742	742
Secret Service, Treasury Department		229		229	12		12	5		5				12		12	12
Special employees, Treasury Department		35		35	2		2	6		6				2		2	2
Subtreasury Service		65		65	48		48	74		74				6		6	6
Miscellaneous—																	
Artist, Hygienic Laboratory		23		23	1		1	4		4							
Baker		6	10	16	6	10	16	100	100	100				1	6	7	7
Band leader														2		2	2
Blacksmith		84		84	76		76	90		90	2		2	37		37	39
Blacksmith and horseshoer		2		2	2		2	100		100							
Blacksmith's helper		5		5	5		5	100		100							
Cabinetmaker		13		13	13		13	100		100	3		3				3
Canvas worker		14		14	10		10	71		71	6		6				6
Carpenter		157		157	146		146	93		93	6		6	32		32	38
Carpenter and painter														1		1	1
Chief inspector of clothing		2		2	2		2	100		100				1		1	1

TABLE 7.—*The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed during the year ended June 30, 1907*—Continued.

Kind of examination.	Number of examinations.	Examined.			Passed.			Per cent that passed.			Appointed.						
											In Washington.			Outside Washington.			
		Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Aggregate.
DEPARTMENTAL SERVICE—continued.																	
Without educational test—Continued.																	
Miscellaneous—Continued.																	
Cook		10	76	86	6	72	78	60	95	91					33	33	33
Dairyman		5		5	5		5	100		100				3		3	3
Deck hand		27		27	15		15	56		56				7		7	7
Dynamo tender											1		1				1
Engineer		133		133	124		124	93		93	1		1	11		11	12
Engineer, marine		97		97	83		83	86		86				20		20	20
Engineer and plumber		10		10	9		9	90		90				2		2	2
Engineman														7		7	7
Engraver, copper-plate map		2		2	2		2	100		100	1		1				1
Engraver, script and square-letter		1		1	1		1	100		100							
Engraver, square-letter		4		4	2		2	50		50	2		2				2
Engraver, vignette		4		4	1		1	25		25	1		1				1
Farrier														2		2	2
Fireman		157		157	122		122	78		78	17		17	30		30	47
Fireman, marine		36		36	31		31	86		86				31		31	31
Florist														1		1	1
Foreman of building		14		14	6		6	43		43							
Foreman of stables														1		1	1
Foreman packer														1		1	1
Gardener		66		66	60		60	91		91	4		4	9		9	13
General mechanic		24		24	22		22	92		92				2		2	2
Harness maker		23		23	21		21	91		91				2		2	2
Horseshoer		73		73	60		60	82		82							
Instrument maker		7		7	4		4	57		57	1		1				1
Laundress			55	55		52	52		95	95					17	17	17
Laundryman											1		1	1		1	2
Leather worker		24		24	18		18	75		75							
Lithographer											1		1				1
Lithographer's helper											2		2				2
Lock fitter, expert		18		18	8		8	44		44	1		1				1
Logger		5		5	1		1	20		20							
Machinist		55		55	51		51	93		93	2		2		1	1	3
Map printer		6		6	2		2	33		33	1		1				1

Mason	25		25	22		22	88		88				5		5	5
Mason, brick	8		8	7		7	88		88							
Mason, stone	4		4	3		3	75		75							
Master	30		30	27		27	90		90				5		5	5
Master and pilot	28		28	28		28	100		100				5		5	5
Mate	14		14	9		9	64		64				4		4	4
Metal-working pressman	11		11	9		9	82		82	5		5				5
Oiler	73		73	53		53	73		73				1		1	1
Packer	46		11	40		40	87		87				7		7	7
Packmaster	4		4	4		4	100		100							
Painter	123		123	109		109	89		89	1		1	5		5	6
Pilot	12		12	9		9	75		75				2		2	2
Pipefitter										1		1	1		1	2
Planing-mill foreman	19		19	15		15	79		79				1		1	1
Plate cleaner	37		37	2		2	5		5	1		1				1
Plate printer	150		150	128		128	85		85	137		137				137
Plumber	112		112	96		96	86		86	1		1	19		19	20
Plumber and steamfitter	14		14	12		12	86		86				5		5	5
Plumber's helper	35		35	31		31	89		89	1		1	1		1	2
Poultryman	16		16	15		15	94		94				1		1	1
Pumping engineer													1		1	1
Refrigerating machinist	1		1				0		0							
Repairman	5		5	4		4	80		80				5		5	5
Rodman	91		91	58		58	64		64				6		6	6
Saddler	12		12	11		11	92		92				8		8	8
Sawyer	2		2	1		1	50		50				3		3	3
Sewer, Mail-bag Repair Shop		87	87		81	81		93	93		18	18				18
Shoe and harness maker	3		3	2		2	67		67				4		4	4
Shoemaker	9		9	6		6	67		67							
Steward										2		2				2
Tailor	16		16	15		15	94		94				4		4	4
Teamster	33		33	21		21	64		64							
Telephone lineman													1		1	1
Tinner													1		1	1
Toolmaker	2		2	2		2	100		100							
Trainmaster													2		2	2
Wagonmaker	6		6	4		4	67		67							
Wagonmaster	68		68	34		34	50		50				4		4	4
Wheelwright	22		22	20		20	91		91				8		8	8
Wheelwright and blacksmith	1		1				0		0				2		2	2
Wireman										2		2				2
Total noneducational, Departmental Service	34,444	539	34,983	32,979	523	33,502	96	97	96	380	129	509	16,261	198	16,459	16,968
Navy-Yard Service, examinations under rule 3, section 3	496		496	184		184	37		37				109		109	109
Total for entrance to Departmental Service	5,662	64,619	5,859	70,478	48,114	2,928	51,042	74	50	72	1,733	821	2,554	21,840	518	22,358	24,912

TABLE 7.—*The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed during the year ended June 30, 1907*—Continued.

Kind of examination.	Number of examinations.	Examined.			Passed.			Per cent that passed.			Appointed.						
											In Washington.			Outside Washington.			Aggregate.
		Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	
DEPARTMENTAL SERVICE—continued.																	
Promotion:																	
With educational test—																	
Assayer, second assistant	1	1	.....	1	1	.....	1	100	.....	100	.....	.....	.....	1	.....	1	1
Assistant vault, safe, and lock workman														1	.....	1	1
Assistant clerk	1	1	.....	1	1	.....	1	100	.....	100	.....	.....	.....	.....	.....	.....	.....
Assistant custodian-janitor														1	.....	1	1
Assistant in seed and plant introduction and distribution	1	1	.....	1	1	.....	1	100	.....	100	.....	.....	.....	.....	.....	.....	.....
Captain of watch	1	1	.....	1	1	.....	1	100	.....	100	1	.....	1	.....	.....	.....	1
Chinese inspector	2	3	.....	3	2	.....	2	67	.....	67	.....	.....	.....	7	.....	7	7
Civil engineer														8	.....	8	8
Clerk	44	438	47	485	147	20	167	34	43	34	97	28	125	47	3	50	175
Compositor	1	1	.....	1	1	.....	1	100	.....	100	.....	.....	.....	.....	.....	.....	.....
Draftsman, architectural and structural														1	.....	1	1
Dynamo tender	2	3	.....	3	2	.....	2	67	.....	67	1	.....	1	1	.....	1	2
Electrical engineer	1	1	.....	1	1	.....	1	100	.....	100	.....	.....	.....	1	.....	1	1
Electrician	1	1	.....	1	1	.....	1	100	.....	100	3	.....	3	.....	.....	.....	3
Electrotyper's helper	1	1	.....	1	1	.....	1	100	.....	100	.....	.....	.....	.....	.....	.....	.....
Elevator conductor	1	1	.....	1	.....	.....	.....	0	.....	0	.....	.....	.....	.....	.....	.....	.....
Engineer	1	1	.....	1	.....	.....	.....	0	.....	0	2	.....	2	1	.....	1	3
Engineer, Indian Service	2	3	.....	3	2	.....	2	67	.....	67	.....	.....	.....	.....	.....	.....	.....
Engineer, assistant or second-class	2	3	.....	3	1	.....	1	33	.....	33	1	.....	1	1	.....	1	2
Engineer, chief or first-class	1	1	.....	1	.....	.....	.....	0	.....	0	.....	.....	.....	1	.....	1	1
Engineering and hydrographic aid	1	1	.....	1	1	.....	1	100	.....	100	.....	.....	.....	.....	.....	.....	.....
Farmer, Indian Service	2	3	.....	3	2	.....	2	67	.....	67	.....	.....	.....	3	.....	3	3
First grade (Custom-House Service examination)	2	3	.....	3	2	.....	2	67	.....	67	.....	.....	.....	.....	.....	.....	.....
Fish culturist	2	2	.....	2	2	.....	2	100	.....	100	.....	.....	.....	.....	.....	.....	.....
Foreman of taggers														11	.....	11	11
Immigrant inspector	4	6	.....	6	5	.....	5	83	.....	83	.....	.....	.....	19	.....	19	19
Inspector of textile fabrics	1	1	.....	1	1	.....	1	100	.....	100	.....	.....	.....	1	.....	1	1
Librarian											1	.....	1	.....	.....	.....	1

Lieutenant of watch	1	1		1	1		1	100		100							
Matron, Indian Service	9		12	12		10	10		83	83					8	8	8
Messenger	3	4		4	2		2	50		50	3		3				3
Mint and Assay Service—																	
Schedule B—Chief engineer	2	2		2	1		1	50		50							
Schedule C	2	2		2				0		0				1		1	1
Schedule D	1	3		3				0		0							
Observer, Weather Bureau	2	5		5	4		4	80		80				2		2	2
Second grade	4	8		8	2		2	25		25				1		1	1
Skilled laborer	3	3		3	2		2	67		67				2		2	2
Special agent	1	1		1	1		1	100		100				2		2	2
Stenographer											1		1				1
Stenographer and typewriter	3	2	2	4	1		1	50	0	25	3	1	4	2		2	6
Stock examiner	7	131		131	84		84	64		64				37		37	37
Subtreasury Service—																	
Schedule A—Clerk	2	2		2	1		1	50		50							
Schedule B	2	3		3	3		3	100		100							
Schedule C	2	3		3	2		2	67		67							
Superintendent of construction														1		1	1
Superintendent of farm and transportation	1	3		3	2		2	67		67							
Superintendent of industries	1	1		1	1		1	100		100							
Superintendent of stables	2	2		2	2		2	100		100				2		2	2
Tagger	2	10		10	4		4	40		40				4		4	4
Teacher	5	2	5	7	1	2	3	50	40	43					4	4	4
Teacher, kindergarten	2		2	2		2	2		100	100					1	1	1
Teacher, manual training	1	1		1				0		0							
Technical assistant in geology	1	2		2	2		2	100		100							
Third grade promotion examination	6	10		10	9		9	90		90				10		10	10
Trained nurse	3		3	3		1	1		33	33					2	2	2
Typewriter	4	4	1	5	3		3	75	0	60	1		1	6		6	7
Watchman	1	1		1	1		1	100		100				1		1	1
Weigher, Mint and Assay Service	1	1		1	1		1	100		100				1		1	1
Without educational test—																	
Carpenter		3		3	3		3	100		100	1		1				1
Engineer		1		1	1		1	100		100				2		2	2
Engineer, marine														2		2	2
Engineer and plumber		1		1	1		1	100		100							
Fireman		2		2	2		2	100		100	3		3	2		2	5
Fireman-janitor		1		1	1		1	100		100							
Gardener		1		1	1		1	100		100	3		3				3
Inspector of mail bags		2		2	2		2	100		100	1		1				1
Leather worker		2		2	2		2	100		100	2		2				2
Oiler														2		2	2
Packer		3		3	3		3	100		100				4		4	4
Plate printer		1		1	1		1	100		100	1		1				1
Plumber		2		2				0		0							
Quartermaster, Immigration Service		1		1	1		1	100		100							
Skilled mechanic		1		1	1		1	100		100							
Refrigerating machinist		1		1	1		1	100		100							

TABLE 7.—*The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed during the year ended June 30, 1907*—Continued.

Kind of examination.	Number of examinations.	Examined.			Passed			Per cent that passed.			Appointed.						
											In Washington.			Outside Washington.			
		Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Aggregate.
DEPARTMENTAL SERVICE—continued.																	
Reinstatement:																	
With educational test—																	
Electrician	1	1		1				0		0							
Matron	2		2	2		2	2		100	100					2	2	2
Stenographer and typewriter	1	1		1				0		0							
Teacher	1		1	1					0	0							
Without educational test																	
Plumber and engineer		1		1	1		1	100		100				1		1	1
Transfer:																	
With educational test—																	
Assistant engineer and superintendent of construction														1		1	1
Bookkeeper	1	1		1				0		0							
Chinese inspector	1	1		1	1		1	100		100							
Clerk	51	78	4	82	34	3	37	44	75	45	15	1	16	1		1	17
Clerk, Isthmian Canal Service	3	3		3	2		2	67		67							
Draftsman, engineer											1		1				1
Draftsman, heating and ventilating											1		1				1
Electrical assistant	1	1		1				0		0							
Engineer and carpenter	1	1		1				0		0							
Engineering aid														2		2	2
Farmer	1	1		1	1		1	100		100							
Immigrant inspector	1	1		1	1		1	100		100				2		2	2
Laboratory helper	1	1		1	1		1	100		100							
Messenger	5	5		5	2		2	40		40							
Observer	1	1		1	1		1	100		100							
Post-office inspector and rural agent	112	279		279	93		93	33		33				32		32	32
Priest trade	1	1		1	1		1	100		100	1		1				1
Railway mail clerk	29	55		55	43		43	78		78				52		52	52
Skilled laborer	29	1	38	39	1	27	28	100	71	72	1	25	26				26
Special agent, Treasury Department	1	1		1	1		1	100		100							
Stenographer	4	5		5				0		0							
Stenographer and typewriter	3	3		3	1		1	33		33	2		2				2
Typewriter	4	2	2	4	2	1	3	100	50	75	1	1	2				2
Watchman	2	2		2	2		2	100		100							
Writer of specifications and computer	1	1		1	1		1	100		100							

Without educational test—																
Adjuster			1	1		1	1		100	100						
Carpenter		1		1	1		1	100		100						
Engineer, marine		1		1	1		1	100		100						
Fireman		1		1	1		1	100		100						
Machinist		2		2	2		2	100		100	2		2			2
On Form 375, etc		19		19	19		19	100		100	13	1	14	13		13	27
Total for promotion, transfer, and reinstatement to the Departmental Service	398	1,177	120	1,297	538	69	607	46	58	47	162	57	219	293	20	313	532
Total, Departmental Service	6,060	65,796	5,979	71,775	48,652	2,997	51,649	74	50	72	1,895	878	2,773	22,133	538	22,671	25,444
GOVERNMENT PRINTING SERVICE.																
Bookbinder	21	49		49	44		44	90		90							
Compositor	43	214	4	218	176	3	179	82	75	82	2		2	3		3	5
Electrotype finisher	12	16		16	11		11	69		69	4		4				4
Electrotype molder	7	9		9	7		7	78		78	3		3				3
Electrotyper's helper	9	9		9	7		7	78		78	5		5				5
Lanston operator	4	7		7	7		7	100		100							
Linotype machinist	17	29		29	28		28	97		97	4		4				4
Mergenthaler operator	18	36		36	32		32	89		89							
Monotype machinist	8	9		9	5		5	56		56	3		3				3
Press feeder	4		12	12		9	9		75	75							
Pressman	16	36		36	31		31	86		86	26		26				26
Public document cataloguer	14	6	24	30	1	10	11	17	42	37		7	7	1		1	8
Stereotyper	9	12		12	12		12	100		100	1		1				1
Total, Government Printing Service	182	432	40	472	361	22	383	84	55	81	48	7	55	4		4	59
CUSTOM-HOUSE SERVICE.[a]																	
First grade[b]		1,276	20	1,296	757	17	774	59	60	59				109	2	171	171
Second grade		581		581	456		456	78		78				102		102	102
Third grade		662	24	686	585	21	606	88	88	88				98	5	103	103
Assayer		14		14	10		10	71		71				1		1	1
Boatman		13		13	13		13	100		100				3		3	3
Chauffeur[c]		15		15	15		15	100		100				3		3	3
Examiner of:																	
Baskets		12		12	1		1	8		8				1		1	1
China, earthenware, and glassware		23		23	2		2	9		9				1		1	1
Chinese groceries														1		1	1
Confectionery, chocolate, sugar, etc		30		30	8		8	27		27				4		4	4
Dry goods		22		22	1		1	5		5				1		1	1
European broad silks, etc		14		14	2		2	14		14				1		1	1

[a] In addition, 12 stenographers and typewriters appointed in the Customs Service have been included under Departmental Service, and 1 assistant gauger under promotion, Customs Service.

[b] Includes 1 cashier.

[c] Two of the appointments were in the Departmental Service.

TABLE 7.—*The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed during the year ended June 30, 1907*—Continued.

Kind of examination.	Number of examinations.	Examined.			Passed.			Per cent that passed.			Appointed.						
											In Washington.			Outside Washington.			Aggregate.
		Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	
CUSTOM-HOUSE SERVICE—continued.																	
Examiner of—Continued.																	
Furs and floor coverings														1		1	1
General merchandise		124		124	8		8	6		6				5		5	5
Hardware		28		28	1		1	4		4				1		1	1
Italian groceries														2		2	2
Passengers' baggage														1		1	1
Plants		28		28	6		6	21		21				1		1	1
Prepared vegetables, etc		22		22	4		4	18		18				2		2	2
Sporting goods, nails, etc														1		1	1
Sugar		15		15	4		4	27		27				1		1	1
Timber products														1		1	1
White goods, linens, etc														1		1	1
Women's cotton and linen wearing apparel		27	2	29				0	0	0							
Inspector of live stock		13		13	1		1	8		8							
Marine engineer		3		3	3		3	100		100				2		2	2
Marine fireman		2		2	2		2	100		100				1		1	1
Messenger boy		271		271	248		248	92		92				14		14	14
Mounted inspector		4		4	3		3	75		75				1		1	1
Opener and packer		267		267	215		215	81		81				96		96	96
Seaman		4		4	4		4	100		100				3		3	3
Sugar sampler		50		50	25		25	50		50				36		36	36
Weigher and gauger		4		4	3		3	75		75							
Wharf examiner		16		16	11		11	69		69				4		4	4
Promotion:																	
First grade		121	1	122	77	1	78	64	100	64				28		28	28
Second grade		39		39	17		17	44		44				48		48	48
Third grade		13		13	10		10	77		77				12		12	12
Assistant gauger		9		9	8		8	89		89				1		1	1
Carpenter		1		1	1		1	100		100				1		1	1
Class E		143		143	124		124	87		87				43		43	43
Class 1		135		135	135		135	100		100				36		36	36
Class 2		101		101	101		101	100		100				23		23	23
Class 3		56		56	56		56	100		100				14		14	14
Class 4		42		42	42		42	100		100				18		18	18
Deputy surveyor														1		1	1

Examiner of general merchandise		1		1	1		1	100		100				2		2	2
Examiner of passengers' baggage														2		2	2
Inspector														8		8	8
Internal-Revenue examination		1		1	1		1	100		100				1		1	1
Opener and packer		3		3	3		3	100		100				9		9	9
Ore sampler		1		1	1		1	100		100							
Teller																	
Transfer:																	
First grade		6		6	3		3	50		50				4		4	4
Second grade		1		1				0		0							
Deputy surveyor		1		1	1		1	100		100							
Inspector		3		3	2		2	67		67				2		2	2
Opener and packer		1		1	1		1	100		100				1		1	1
Total, Custom-House Service	198	4,218	47	4,265	2,972	39	3,011	70	83	71				813	7	820	820
INTERNAL-REVENUE SERVICE.																	
Entrance	191	1,756	17	1,773	1,094	11	1,105	62	65	62				223		223	223
Promotion (storekeeper-gauger)	3	7		7	1		1	14		14				1		1	1
Total, Internal-Revenue Service	194	1,763	17	1,780	1,095	11	1,106	62	65	62				224		224	224
POST-OFFICE SERVICE.																	
Clerk-carrier	2,188	26,419	2,283	28,702	14,811	1,883	16,694	56	82	58				8,508	324	8,832	[a]8,832
Clerk-carrier, Polish	2	8		8	4		4	50		50				2		2	2
Rural carrier	3,861	22,074	238	22,312	20,836	235	21,071	94	99	94				7,570	50	7,620	7,620
Transfer (clerk-carrier)	3	2	1	3	2		2	100	0	67				2		2	2
Total, Post-Office Service	6,054	48,503	2,522	51,025	35,653	2,118	37,771	74	84	74				16,082	374	16,456	16,456
Total, all branches of the classified service	12,688	120,712	8,605	129,317	88,733	5,187	93,920	74	60	73	1,943	885	2,828	39,256	919	40,175	43,003
PHILIPPINE SERVICE.																	
Assistant	93	128	5	133	67	2	69	52	40	52				41		41	41
Assistant agriculturist														1		1	1
Assistant engineer, water and sewer construction		4		4	4		4	100		100							
Assistant professor of anatomy														1		1	1
Assistant professor of bacteriology and pathology		1		1	1		1	100		100				1		1	1
Bookkeeper	1	1		1				0		0							
Bridge engineer		6		6	5		5	83		83				2		2	2
Chemist		29		29	15		15	52		52				3		3	3
Civil engineer	28	39		39	24		24	61		61				11		11	11
Civil engineer and superintendent of construction														1		1	1
Clerk	2	2		2	1		1	50		50							

[a] 101 of these appointments were made in the Washington, D. C., post-office.

TABLE 7.—*The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed during the year ended June 30, 1907*—Continued.

Kind of examination.	Number of examinations.	Examined.			Passed.			Per cent that passed.			Appointed.						
											In Washington.			Outside Washington.			
		Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Aggregate.
PHILIPPINE SERVICE—continued.																	
[illegible]	4	3		3	3		3	60		60							
[illegible]	1		2	2		2	2		100	100							
[illegible]	7	7		7	3		3	43		43				1		1	1
[illegible]	2	2		2				0		0							
[illegible]	2	3		3				0		0							
[illegible]		2		2				0		0							
Engineer Bureau of Science	4	4		4	1		1	25		25							
[illegible]	14	20		20	6		6	30		30				3		3	3
[illegible]														1		1	1
[illegible]	6	6		6				0		0							
Geologist	2	2		2	1		1	50		50				1		1	1
[illegible]		19		19	14		14	74		74							
[illegible]		1		1	1		1	100		100				1		1	1
[illegible]	4	8		8				0		0							
[illegible]		10		10	9		9	90		90				1		1	1
[illegible]														2		2	2
[illegible]														1		1	1
[illegible]														1		1	1
[illegible]		8		8	7		7	88		88							
[illegible]	3	4		4				0		0				4		4	4
[illegible]	93	133	1	134	35		35	26	0	26				19		19	19
[illegible]	30	103		103	82		82	80		80				19		19	19
[illegible]	167	197	99	296	104	44	148	53	64	56				73	15	88	88
[illegible]	2		3	3		3	3		100	100					7	7	7
[illegible]															1	1	1
[illegible]	7	17		17	15		15	88		88				8		8	8
[illegible]														3		3	3
Total, Philippine Service	472	761	80	841	308	51	449	52	64	53				199	23	222	222
DISTRICT OF COLUMBIA.																	
Crossing policeman	5	15		15	7		7	47		47							
Fireman	3	92		92	68		68	74		74							

Policeman	6	107	......	107	17	......	17	16	......	16	......	......	......	......	......	......	......
Sanitary inspector	1	44	......	44	26	......	26	50	......	59	......	......	......	......	......	......	......
Total	15	258	......	258	118	......	118	46	......	46	......	......	......	......	......	......	......
Mere unskilled laborer:																	
In Washington, D. C	......	1,245	1,440	2,685	1,139	1,436	2,575	91	100	96	398	132	530	......	......	......	530
Outside Washington, D. C	......	2,209	470	2,679	1,751	448	2,199	79	95	82	......	......	......	549	84	633	633
Total	......	3,454	1,910	5,364	2,890	1,884	4,774	84	99	89	398	132	530	549	84	633	1,163
Naval Academy:																	
Midshipman	......	328	......	328	......	......	......	......	......	......	......	......	......	......	......	......	......

TABLE 8.—*Showing the apportionments of appointments in the Departmental Service at Washington, D. C., from [illegible] to June 30, 1907, under the census of 1900, on the basis of one appointment for every [illegible] population.*

State or Territory	Entitled	Appointments			Separations	Net appointments charged	Per cent.
		Through examination.	Through reinstatement.	Through transfer.			
Alabama	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Alaska	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Arizona	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Arkansas	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
California	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Colorado	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Connecticut	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Delaware	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
District of Columbia	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Florida	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Georgia	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Hawaii	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Idaho	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Illinois	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Indiana	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Indian Territory	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Iowa	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Kansas	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Kentucky	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Louisiana	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Maine	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Maryland	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Massachusetts	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Michigan	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Minnesota	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Mississippi	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Missouri	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Montana	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Nebraska	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Nevada	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
New Hampshire	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
New Jersey	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
New Mexico	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
New York	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
North Carolina	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
North Dakota	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Ohio	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Oklahoma	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Oregon	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Pennsylvania	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Porto Rico	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Rhode Island	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
South Carolina	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
South Dakota	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Tennessee	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Texas	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Utah	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Vermont	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Virginia	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Washington	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
West Virginia	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Wisconsin	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Wyoming	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Totals	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]

The following [illegible] Statistics of Employees Executive Civil Service of the United States [illegible] showing number and number per 100,000 [illegible] 1907 [illegible] employees in [illegible] classified by place of employment, period [illegible] appointment, and State or Territory from which appointed, 1907.

The figures in Table 8 [illegible] be taken [illegible] any indication of the effectiveness with which the Civil Service Commission is now able to execute the provisions of the law governing appointments. The figures here dealt with include all employees now in the classified service, whether they were appointed through methods over which the Civil Service Commission exercises control or whether they obtained their status in the service through [illegible] a method over which the Civil Service Commission has no control and which the law respecting appointment does not apply. Statistics showing the effectiveness of the Civil

Service Commission in this respect are published in the annual reports of that Commission and are usually accompanied by interesting statements concerning the execution of the law respecting apportionment. The figures here presented merely indicate how nearly the classified service in the District now conforms to that ideal of fairness to the several States and Territories which was laid down in the civil service act of 1883.

In the number of appointees to the classified service in the District of Columbia per 100,000 inhabitants the District itself is far ahead of any State or Territory, having 2,296 appointees in each 100,000 inhabitants, as contrasted with 140 for Maryland, which ranks second. Virginia ranks third with 69, and Delaware fourth with 44. The following extract from the Twenty-first (1904) Report of the Civil Service Commission may be of interest in this connection:

"But with every effort to enforce the letter and the spirit of the law it has been impossible to prevent the District of Columbia from securing more than the small share of appointments to which it is entitled on the basis of population. This is due to the following causes:

"There is naturally a keener interest in Government positions among persons residing at the seat of Government, and greater effort on their part to ascertain the needs of the service and to acquire those qualifications which are most in demand.

"For technical positions, including stenographers and typewriters, patent examiners, engineers, draftsmen, computers, etc., the Commission is constantly obliged to certify eligibles from States already in excess because of the failure of other States to provide eligibles properly qualified. The Commission is seldom called upon to certify eligibles having only ordinary clerical qualifications."

The number of legal residents appointed to the classified service at Washington per 100,000 inhabitants is lowest for Alabama, Mississippi, and Indian Territory, for each of which the ratio is 10. It is interesting to note that the Civil Service Commission has had great difficulty in securing eligibles from the South Central States. For some reason the inhabitants of these States do not enter the competitive examinations as generally as do the people in other sections of the country. In order to maintain the apportionment required by law, the Civil Service Commission has upon at least two occasions made vigorous efforts to secure applicants for examination from these States, and has met with some success.[a] The fact that vigorous effort is necessary to persuade people from the South Central division to enter the competitive examinations explains to some extent why the ratios for these States are low.

See the chapter on arrears of Southern States, pages 11 and 12, *ante*.

TABLE 9.—*Showing the number of appointments made from the different kinds of educational examinations to the Departmental Service, exclusive of the Railway Mail and Indian Services, from July 16, 1883, to June 30, 1897, and in each subsequent year to June 30, 1907.*

Kind of examination.	1884 to 1897, inclusive.	1898.	1899.	1900.	1901.	1902.	1903.	1904.	1905.	1906.	1907.	Total.
TECHNICAL OR PROFESSIONAL IN CHARACTER.												
Acting assistant surgeon, Public Health and Marine-Hospital Service		1	6		1	4	7	4	8	7	5	43
Adjuster of scales										1		1
Administrative biologist									1			1
Aid, Bureau of Standards									2	2		4
Aid, Coast and Geodetic Survey			4	9	2	6	17	10	11	2	12	73
Aid, Division of Birds' Eggs								1				1
Aid, Divison of Fishes								1				1
Aid, Division of Geology							1	3				4
Aid in zoology								1			1	2
Amalgamator and crushing mill man										1		1
Analyst											1	1
Anatomist									1			1
Arboriculturist, dry-land agriculture											1	1
Artist									1		1	2
Artist and draftsman									1			1
Assayer								2			1	3
Assistant, Office of Seed Plant Introduction										1		1

[a] Twenty-second Annual Report of the Civil Service Commission, page 16, and the Seventh Report, page 12.

TABLE 9.—*Showing the number of appointments made from the different kinds of educational examinations to the Departmental Service, exclusive of the Railway Mail and Indian services, from July 16, 1883, to June 30, 1897, and in each subsequent year to June 30, 1907*—Continued.

Kind of examination.	1884 to 1897, inclusive.	1898.	1899.	1900.	1901.	1902.	1903.	1904.	1905.	1906.	1907.	Total.
TECHNICAL OR PROFESSIONAL IN CHARACTER—continued.												
Assistant, Section of Illustrations										1		1
Assistant in Assay Department										1		1
Assistant to chief inspector										2		2
Assistant—												
Agriculturist											1	1
Agrostologist	1		1			1		1	2			6
Animal husbandman									3		1	4
Attorney	1	2	2	1	1							7
Biologist	1						1		1			3
Biologist and editor									1			1
Biological survey									2			2
Chemist	6						2	4	5	2	1	20
Chief, Dairy Division							1	1				2
Curator	4		1				3		1			9
Dairyman											18	18
Department of Agriculture		4	9	7	11	2	1	2				36
Electrical engineer								2	7		1	10
Engineer, Geological Survey								2				2
Engineer (hydrographer)							1					1
Engineer, Reclamation Service											1	1
Examiner, Patent Office	192	7	35	15	13	26	49	20	20	47	54	478
Geologist	3			4	5		3	19	2	7	19	62
Assistant in—												
Animal husbandry											1	1
Sugar-beet investigations											2	2
Assistant inspector of—												
Boilers		5	2		3				1			11
Hulls		1	5	2								8
Ordnance		6	7			1						14
Seed warehouse and seed distribution											3	3
Assistant—												
Lumberman											14	14
Nautical Almanac Office	4				4	1		1				10
Philippine Service									1			1
Physicist						2		4			7	13
Preparator									1			1
Superintendent of construction									3	1		4
Surgeon										1		1
Topographer	13	7		7	7	5	19	13	24	1		96
Botanical clerk	7						2					9
Botanist	10							1		2		13
Cable foreman									1			1
Cadet, Revenue Service		6	4	17	5		20	21		13		86
Cement expert									2		1	3
Chainman, Canal Service										7		7
Chemist										2	1	3
Bacteriological										3	1	4
Bureau of Standards								1				1
Chief, Division of—												
Chemistry									1			1
Pharmacology								1				1
Chief engineer					1	1	1	2	2	1	2	10
Chief engineer and electrician					1	6	3					10
Chief food and drug inspection chemist											17	17
Chief inspector of clothing											1	1
Chief, laboratory of physiological chemistry											2	2
Chief, sugar laboratory											2	2
Civil and electrical engineer					4	1		3				8
Civil engineer									9	12	13	34
Civil engineer and draftsman									1			1
Civil engineer and student									2	2	8	12
Civil engineer and superintendent of construction								4	11	5	14	34
Clerk, draftsman, and surveyor										2	1	3
Commercial telegraph and telephone operator								5	2	5		12
Computer, Coast and Geodetic Survey	3			5	3	1	9	2	1	4	5	33

TABLE 9.—*Showing the number of appointments made from the different kinds of educational examinations to the Departmental Service, exclusive of the Railway Mail and Indian services, from July 16, 1883, to June 30, 1897, and in each subsequent year to June 30, 1907*—Continued.

Kind of examination.	1884 to 1897, inclusive.	1898.	1899.	1900.	1901.	1902.	1903.	1904.	1905.	1906.	1907.	Total.
TECHNICAL OR PROFESSIONAL IN CHARACTER—continued.												
Computer:												
Forest Service										1		1
Miscellaneous	14				1		1	8				24
Nautical Almanac Office	6	2	2	2	1					1	4	18
Naval Observatory									5	3	3	11
Nutrition investigations								3				3
Smithsonian Institution										1		1
Supervising Architect's Office				2	1		1	1	3		1	9
Constructing engineer									5	4		9
Consulting engineer								3			9	12
Copperplate map engraver				4		3			4			11
Curator of numismatic collection									1			1
Dairy inspector							9	1	1			11
Deck officer						1	6	2				9
Draftsman:												
Apprentice									3		1	4
Architectural	15	2	5	5	4	1	5	4	3	1	24	69
Architectural and structural				2	3			4	5	1	6	21
Artist										3		3
Assistant		2	5									7
Assistant mechanical					3		3	1				7
Assistant ship			12	9	4							25
Cartographic								3	2	1		6
Copyist, topographic				1	5	4	10	9	19	11	20	79
Engineer								4	1		6	11
Entomologic								2		1		3
Forest								1				1
Geological Survey				2	2		2	1				7
Heating and ventilating	1			1	2	2	4	4			10	24
Hull					1	3						4
Hydrographic					1			1				2
Invertebrate fossils									1			1
Junior architectural	3		2	9	10	10	22	10	15		17	98
Junior mechanical									4			4
Land Office					1	2			3	7	3	16
Marine engines and machinery					1		1		1			3
Marine engines, boilers, and materials			4	1								5
Mechanical	14	6	13	1	6	11	9	21	18	18	15	132
Mechanical and topographic										2		2
Paleontologic								1	2			3
Topographic	37	5	3	3	1	1	5	2	10	4	6	77
Topographic and cartographic								3	1			4
Draftsman and engineer						1	1	2				4
Draftsman and typewriter								1				1
Drainage engineer									2		1	3
Dry-land agriculturist											1	1
Editorial and statistical assistant										11		11
Electrical assistant							2	6	11	9	6	34
Electrical engineer							7	4			1	12
Electrical engineer and draftsman				1		2	2	3	1		3	12
Electrical engineer and instructor										1		1
Electrical inspector											1	1
Electrician						2		1	3	10	15	31
Engineer, Bureau of Chemistry									1			1
Engineering and hydrographic aid								3	60	26	39	128
Examiner of surveys			7	1	3	3	4	5	1		2	26
Examiner, Reclamation Service											7	7
Field assistant, Department of Agriculture				5	2	4	11	18	41		1	82
Fish culturist	16	8	4	8	9	2	13	14	7	9	24	114
Food and drug inspection chemist											11	11
Food and drug inspector											31	31
Forest assistant										53	35	88
Forest-planting assistant											5	5
Forest supervisor										9	11	20
Geologist						24	3	2				29
Grinder of sections for microscopic study										1		1

TABLE 9.—*Showing the number of appointments made from the different kinds of educational examinations to the Departmental Service, exclusive of the Railway Mail and Indian services, from July 16, 1885, to June 30, 1897, and in each subsequent year to June 30, 1907*—Continued.

Kind of examination.	1884 to 1897, inclusive.	1898.	1899.	1900.	1901.	1902.	1903.	1904.	1905.	1906.	1907.	Total.
TECHNICAL OR PROFESSIONAL IN CHARACTER—continued.												
Herdbook assistant											2	2
Highway engineer									1	1		2
Hospital interne									7	11	9	27
Hospital steward		9	7	5	5	3						29
Hydrographer and irrigation engineer									2			2
Hydrographic aid							11	7	4	1	2	25
Hydrographic draftsman and surveyor			6	1								7
Hydrologic aid										1		1
Ink chemist and ink maker											1	1
Inspector of—												
Boilers		1	2	1	1	4	1	8	15	10	6	49
Clothing											1	1
Construction										4	6	10
Grazing										3	4	7
Hats											1	1
Headstones								1				1
Hulls			3	4	3	4	3	6	15	9	4	51
Khaki garments						14						14
Meat products											962	962
Mechanical and electrical engineering						2			1	2		5
Rubber								1	1			2
Seed warehouse and seed distribution										1		1
Shoes				1	3	1						5
Shoes and leather										5	1	6
Supplies								2	3	1	1	7
Textile fabrics					12		1	1	3	6	2	25
Instrument man, Canal Service										1		1
Irrigation assistant							7			6		13
Irrigation engineer							157	25	51	31	21	285
Irrigation manager											5	5
Junior civil engineer	15	21	38	29	12	11	11	8				145
Laboratory assistant							14	14	5	11		44
Laboratory assistant in Pharmacology									2			2
Physics						2						2
Law	79			2	8	1	40	30	13	12	8	193
Lithographic map engraver	2		1		1	1			1			6
Magnetic observer				1	10	5	4	4				24
Meat inspector [a]												
Mechanical and electrical engineer				1		1	2		2	3		9
Mechanician								1	2	3	1	7
Medical examiner, Pension Office	39											39
Medical interne, Government Hospital for the Insane							1	2	3	4	2	12
Nautical expert	16	3	4	5	2	2	2	2		5	1	42
Observer, Weather Bureau	15	26	37	14	20	31	34	22	34	43	49	325
Pharmacist								6	3	4	6	19
Pharmacologist									1			1
Photographer	2		1			6		4			2	15
Physician, Canal Service										4	12	16
Physician, Government Hospital for the Insane										1		1
Physiological chemist and pharmacologist								1				1
Physiological chemist in cereal investigations								2				2
Plant pathologist						2		1		3		6
Plant physiologist						3		1				4
Preparator in vertebrate paleontology					2				2			4
Poultry assistant											1	1
Preparator of fossils											1	1
Preparator of specimens	2						1		1			4
Principal pension examiner	11											11
Psychologist											1	1
Rodman, Canal Service										10		10

[a] See inspector of meat products and veterinary i

TABLE 9.—*Showing the number of appointments made from the different kinds of educational examinations to the Departmental Service, exclusive of the Railway Mail and Indian services, from July 16, 1883, to June 30, 1897, and in each subsequent year to June 30, 1907*—Continued.

Kind of examination.	1884 to 1897, inclusive.	1898.	1899.	1900.	1901.	1902.	1903.	1904.	1905.	1906.	1907.	Total.
TECHNICAL OR PROFESSIONAL IN CHARACTER—continued.												
Scientific assistant, Department of Agriculture	4			9	9	25	37	42	27	74	62	289
Special agent	7	1	1					1			2	12
Special examiners and special agents											16	16
Special pension examiner	438	2		1	4							445
Square-letter engraver			1	1							2	4
Statistician										3	3	6
Superintendent of construction	7	1	10	4	12	3	11	23	16	8	4	99
Superintendent and head nurse										1		1
Superintendent of testing gardens								1		1		2
Supervising drainage engineer											2	2
Systematic agrostologist								1				1
Technical assistant in chemistry										1		1
Technical assistant in pharmacology									1	1	1	3
Technical assistant in zoology									1			1
Testing assistant											3	3
Testing engineer								1		8	1	10
Topographic aid											12	12
Trained nurse, Canal Service										12	33	45
Train master						2	2					4
Transit man, Canal Service										1		1
Triangulation aid											1	1
Vegetable pathologist	6											6
Veterinary inspector	83	55	32	53	53	36	53	26	79	57	265	792
Viticulturist								1				1
Vignette engraver											1	1
Watch officer						1	5	1				7
Total	1,077	183	276	256	279	293	668	525	669	686	2,052	6,964
CLERICAL IN CHARACTER, WITH ADDITIONAL QUALIFICATIONS.												
Assistant chief of division	11		1									12
Assistant custodian		1	3	3	2		1			2	5	17
Assistant librarian								1		3	2	6
Assistant, soil survey						9	25					34
Assistant superintendent, registry system				4		1		1	1			7
Assistant superintendent seed warehouse and seed distribution										1	3	4
Bookkeeper	187	28	31	45	65	103	92	93	153	107	118	1,022
Book typewriter				9	13	7	12					41
Cataloguer and numberer									2			2
Chemical clerk							2	1	4			7
Chinese inspector			1	1		6	10	25	17		7	67
Clerk, land office			17	2		9	1	1				30
Clerk-examiner								61	25	1	13	100
Clerk, expert in foreign statistics and languages									1	3	2	6
Clerk, State Department	18						2	1				21
Clerk, Subsistence Department					5							5
Clerk, Tariff Division									1	1		2
Clerk, qualified in languages											5	5
Clerk and draftsman											12	12
Computer	6		1									7
Copyist of maps	6											6
Custodian, Military Academy											1	1
Deputy shipping commissioner and clerk						1		1	1	4	3	10
Editorial clerk	1					2	3	5	4		2	17
Editorial and statistical clerk											7	7
Engineer clerk										1		1
Examiner's clerk, Patent Office	43											43
Expert accountant									1			1
Expert freight-rate clerk								1		5	3	9
Game-law assistant								1				1
Illustrator in agrostology								2				2
Immigrant inspector	1		3	9	11	6	11	86	19	4	48	198

TABLE 9.—*Showing the number of appointments made from the different kinds of educational examinations to the Departmental Service, exclusive of the Railway Mail and Indian services, from July 16, 1883, to June 30, 1897, and in each subsequent year to June 30, 1907*—Continued.

Kind of examination.	1884 to 1897, inclusive.	1898.	1899.	1900.	1901.	1902.	1903.	1904.	1905.	1906.	1907.	Total.
CLERICAL IN CHARACTER, WITH ADDITIONAL QUALIFICATIONS—continued.												
Interpreter		2	5	6	7	5	28	19	5	2	8	87
Librarian	2				2			3	5		1	13
Library assistant									2	4		6
Medical clerk							16	9	5	2		32
Member board of pension appeals	9											9
Meteorological clerk	20											20
Mint Service clerk			16	79	54	76	29	139	54	91	97	635
Miscellaneous computer							3					3
Modern languages	30	2	3	2	2							39
Money counter	6	2										8
Post-office inspector and route inspector	85	13	12	19	39	9	18	25	41	31		292
Proof reader	30		1									31
Proof reader and indexer										3		3
Railway mail clerk							4		1			5
Railroad transportation agent											1	1
Record or identification clerk				1								1
Register and receiver's clerk				5	17	31	18	4	1			76
Returns office clerk	5											5
Route inspector						2	3	14				19
Shipping commissioner										2	1	3
Stenographer	16	6	33	23	28	41	45	87	83	44	60	466
Stenographer and typewriter	304	77	86	94	110	151	215	326	418	433	509	2,723
Stenographer, typewriter, and indexer								1				1
Steward and storekeeper								1				1
Subtreasury clerk		4		20	13	14	15	24	13	10	18	131
Surveyor-general's clerk				2	1	2						5
Tariff clerk											10	10
Tariff expert									1			1
Telegrapher	13	2	1			3	1	3	1	5	9	38
Timekeeper										7		7
Tracer	7	1	5	14	6							33
Train master									2			2
Translator	3				4	2	5	2	2	4		22
Translator and bibliographer							2	2				4
Transportation clerk					7	1						8
Typewriter	329	22	41	42	55	85	130	148	131	176	275	1,434
Typewriter and cataloguer								1				1
Typewriter and translator										2		2
Total	1,132	160	260	380	441	566	691	1,088	994	948	1,220	7,880
CLERICAL IN CHARACTER.												
Clerk (general)	1,640	67	129	174	219	157	145	247	361	179	372	3,690
Copyist (limited)	870					1						871
Total	2,510	67	129	174	219	158	145	247	361	179	372	4,561
MINOR POSITIONS, MECHANICAL IN CHARACTER.												
Apprentice	7	6	11	12	27	26	17	21	35	43	83	290
Assistant electrotyper								1				1
Assistant engineer	12	8	3				5	11	2	7	7	55
Assistant photographer								1	6	3	1	11
Assistant steam engineer and electrician										2		2
Assistant telephone operator								6	3	3		12
Blacksmith		4	6									10
Blueprinter								1	3			4
Bookbinder		1			1		1		2		1	6
Carpenter	10	5	7									22
Compositor	29	3	2		1	1	6		7		4	53
Dynamo tender		4	7				4	1	1		7	24
Electrician-elevator conductor										1	17	18
Engineer (first class)			2	3								5
Engineer	6	7	24			8	4		1	4	1	55
Expert map mounter								1				1
Foreman										4	11	15

TABLE 9.—*Showing the number of appointments made from the different kinds of educational examinations to the Departmental Service, exclusive of the Railway Mail and Indian services, from July 16, 1883, to June 30, 1897, and in each subsequent year to June 30, 1907*—Continued.

Kind of examination.	1884 to 1897, inclusive.	1898.	1899.	1900.	1901.	1902.	1903.	1904.	1905.	1906.	1907.	Total.
MINOR POSITIONS, MECHANICAL IN CHARACTER—continued.												
Lead burner										1		1
Lithographer										1		1
Machinist	4	5	4	1						1		15
Map printer	2	1	2			1					1	7
Mechanical engineer	4	1			2							7
Pipe fitter										2		2
Plumber	1	6										7
Pressman	10	5	4	1		5	25		4		8	62
Sailmaker		6	1									7
Skilled mechanic								3				3
Skilled woodworker								1				1
Tool maker		5										5
Wireman		6	4							1	1	12
Total	85	73	77	17	31	41	62	47	64	75	142	714
MINOR POSITIONS.												
Aid in seed testing									5			5
Attendant, Government Hospital for the Insane	5	77										82
Assistant microscopist		171	17			7						195
Captain of the watch	9										1	10
Chinese watchman								66	9			75
Elevator conductor	13	3	26	5	3	5	17	15	13	19	17	136
Farm superintendent								1				1
Farrier								1				1
Fireman	13	49	71									133
Fireman-watchman	52	8	11									71
Forage master									4		1	5
Foreman of laborers										1		1
Foreman of stables											2	2
Foreman packer									2			2
Forest ranger										246	290	536
Guard			11	14	6	41	22	39	27	27	11	198
Instrument maker		1		1		2		2		1		7
Janitor	25	38	24							1		88
Janitor and fireman		5	1							1		7
Laboratory aid, apprentice, and helper								5	17	26	25	73
Lieutenant of the watch									1			1
Lithographer's assistant									1			1
Magazine attendant					10	5	9	6	3	3	12	48
Matron	1		1			3	1	9	5	5	7	32
Messenger boy	33	19	58	73	77	95	128	173	252	248	307	1,463
Model attendant	12											12
Nurse, Freedman's Hospital	1	14										15
Opener and packer									1			1
Printer's assistant and skilled laborer (female)	1,027	162	183	311	222	396	168	367	284	280	498	3,898
Special laborer	1				1		3					5
Stock examiner	22	1				1			20		37	81
Tagger	78	36	57	30	42	50	84	110	82	25	276	870
Telephone operator					1		1				11	13
Wagon master									1			1
Watchman, messenger, and skilled laborer	67	67	67	66	69	105	141	144	141	336	333	1,536
Total	1,359	651	527	500	431	710	574	938	868	1,219	1,828	9,605
Grand total	6,163	1,134	1,269	1,327	1,401	1,768	2,140	2,845	2,956	3,107	5,614	29,724
Number of appointments from examinations not shown in the above table from which 1 to 4 appointments have been made, and none for the past three years												478
Grand total												30,202

TABLE 10.—*Showing changes in the Departmental and Government Printing services during the year ended June 30, 1907.*

[Changes in other branches of the service are shown in Tables 12, 15, and 16, and all changes in the service are summarized in Table 17.]

Department and subdivision of the service.	Appointments.									
	Competitive positions.							Excepted and non-competitive positions.	Unclassified positions.	Grand total.
	Through examination.	By reinstatement and re-employment.		By transfer.	Temporary.	By change in status of positions.	Total.			
		Soldiers, sailors, etc.	Civilians.							
IN WASHINGTON, D. C.[a]										
Department of State	11		1	12	8		32	23	2	57
Treasury Department	937	6	177	125	401		1,646	9	97	1,752
War Department	206	3	13	21	191		434	49	119	602
Navy Department	119		18	3	51		191	3	1	195
Post-Office Department	120	1	13	77	103		314	1	19	334
Department of the Interior	437	3	33	68	143		684	15	124	823
Government Hospital for the Insane	293		56	1	150		500			500
Freedmen's Hospital	2				1		3		75	78
Superintendent United States Capitol and Grounds									1	1
Department of Justice	15		1	4	25		45	23	5	73
Department of Agriculture	400		5	44	314		763	50	130	943
Department of Commerce and Labor	110		15	25	167	12	329	15	10	354
Interstate Commerce Commission	80		2	5	15		102	4	12	118
Civil Service Commission	24		2	3	28		57			57
Smithsonian Institution and Bureaus	23				71		94		67	161
State, War and Navy Department building	12		1	3	13		29		8	37
Isthmian Canal Service	7	1		1	20		29	2		31
Total	2,796	14	337	392	1,701	12	5,252	194	670	6,116
OUTSIDE WASHINGTON, D. C.[b]										
Treasury Department:										
Supervising Architect at large	7		1		7		15			15
Custodian and janitor service	207		4	1	232		444		561	1,005
Mints and Assay offices	95		98	3	127		323	2	7	332
Subtreasury service[c]	31		1		16		48			48
Public Health and Marine-Hospital Service	619		32		850		1,501	415	84	2,000
Life-Saving Service	257	1	69		637		964			964
Special Agents' Division[d]					1		1	11		12
Board of General Appraisers[d]			1	1	4		6			6
War Department:										
Quartermaster's Department at large	354	7	32	33	1,533		1,959	36	355	2,350
Ordnance Department at large	628		172		118		918	2	708	1,628
Engineer Department at large	2,025		2,346	2	5,872	29	10,274			10,274
Miscellaneous[e]	65		3		4	4	76			76
Navy Department: Navy-yards, naval stations, etc., including service under Rule III, section 2	380	1	25	3	148		557			557
Post-Office Department: Railway Mail Service	1,519		130	60	472		2,181	50		2,231
Department of the Interior:										
Land Service	68		9	9	164		250	8	30	288
Pension Agency Service	25		1	2	837		865			865
Indian School Service	336	1	128	2	609		1,076	309	72	1,457

[a] It was not possible to make absolute distinction between employees serving in Washington, D. C., and elsewhere in all cases. Under the Post-Office Department are included changes in the post-office inspection service and changes in division headquarters of the rural free delivery service. Under the Department of Commerce and Labor in Washington, D. C., are included all of the changes in the Coast and Geodetic Survey, the majority of the employees of which are employed a part of the time in Washington, D. C.

[b] Includes all bureau employees of field services although actually located in Washington, D. C.

[c] Changes in unclassified service not reported.

[d] Included under Treasury Department in Washington, D. C., in Table 19.

[e] The appointments through examination were made in the Philippines division from registers of Philippine Bureau of Civil Service.

TABLE 10.—*Showing changes in the Departmental and Government Printing services during the year ended June 30, 1907*—Continued.

Department and subdivision of the service.	Appointments.									
	Competitive positions.							Excepted and non-competitive positions.	Unclassified positions.	Grand total.
	Through examination.	By reinstatement and re-employment.		By transfer.	Temporary.	By change in status of positions.	Total.			
		Soldiers, sailors, etc.	Civilians							
OUTSIDE WASHINGTON, D. C.—con.										
Department of the Interior—Con.										
Indian Agency Service	57	.....	17	6	134	.....	214	254	108	576
Reclamation Service	742	.....	.....	.....	.....	.....	742	.....	.....	742
Department of Justice	25	.....	4	10	3	.....	42	283	.....	325
Department of Agriculture	2,074	1	44	9	[a] 392	.....	2,520	1,418	155	3,993
Department of Commerce and Labor: [b]										
Light-House Service	369	.....	19	3	261	.....	652	1,482	.....	2,134
Immigration Service	152	1	14	13	[c] 92	.....	272	64	43	379
Steamboat-Inspection Service	24	.....	.....	1	2	.....	27	.....	.....	27
Navigation Service	10	1	.....	1	5	.....	17	1	.....	18
Bureau of Fisheries	26	.....	.....	.....	[d] 24	.....	50	2	10	62
Bureau of the Census	.....	.....	.....	.....	.....	.....	.....	.....	980	980
Isthmian Canal Service [e]	308	.....	22	49	37	.....	416	.....	.....	416
Total	10,403	13	3,172	208	12,581	33	26,410	4,337	3,013	33,760
Grand total	13,199	27	3,509	600	14,282	45	31,662	4,531	3,683	39,876
IN WASHINGTON, D. C.										
Government Printing Office	116	.....	25	4	[f] 646	.....	791	.....	113	904

[a] There were other temporary appointments for short periods as follows: Forest Service, 1,883; experiment stations, 388; Weather Bureau, 373; Bureau of Plant Industry, 388; Bureau of Entomology, 3,208; and Bureau of Animal Industry, 31. These employments were either for mere laborer's work or excepted under Schedule A, those in the Forest Service under Schedule A, Subdivision VII, par. 3, and in other bureaus, under Schedule A, Subdivision I, par. 12. Each employment was for a brief period and many persons were employed several times.

[b] Includes all bureau employees of field services although actually located in Washington, D. C.

[c] In addition 436 interpreters, watchmen, and guards were employed under emergency for very brief periods.

[d] In addition 2,837 temporary employments were made under Schedule A, Subdivision IX, par. 1. The reports were made monthly and showed all such employments made or continuing during the month, so that each person employed was counted for each month during which employed.

[e] Changes in mechanical and laboring forces not reported. On June 26, 1907, the force actually working on the canal was 23,807, and for the Panama Railroad, 5,508. The total number of employees on the pay rolls of the Canal Commission and the Panama Railroad Company during the month of June, 1907, was 38,298, which represents the number of persons which were supplied with quarters and subsistence.

[f] About 450 of these appointments were made from the registers of eligibles.

TABLE 10.—*Showing changes in the Departmental and Government Printing services during the year ended June 30, 1908*—Continued.

Department and subdivision of the service.	Separations.											
	Competitive positions.									Excepted and noncompetitive positions.	Unclassified positions.	Grand total.
	Removed.	Resigned.	Died.	Probationers dropped.	Furloughed, laid off, or suspended.	By transfer.	Temporary.	Temporary appointees provisionally appointed.	Total.			
IN WASHINGTON, D. C.[a]												
Department of State	.....	4	5	.....	.....	3	1	.....	13	.....	.....	13
Treasury Department	98	566	63	4	.....	4	284	.....	1,019	4	73	1,096
War Department	16	146	34	4	1	19	139	.....	359	37	93	489
Navy Department	6	112	3	1	.....	32	21	.....	175	2	1	178
Post-Office Department	61	155	18	21	.....	30	60	.....	345	.....	7	352
Department of the Interior	67	328	61	.....	2	53	116	.....	627	4	52	683
Government Hospital for the Insane	139	183	1	.....	28	2	14	130	497	.....	11	508
Freedmen's Hospital	1	.....	.....	.....	.....	.....	.....	.....	1	.....	75	76
Superintendent United States Capitol and Grounds	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Department of Justice	3	5	.....	.....	.....	2	16	.....	26	14	5	45
Department of Agriculture	61	106	9	.....	.....	6	277	.....	459	30	162	651
Department of Commerce and Labor	21	92	5	.....	1	31	129	.....	279	6	10	295
Interstate Commerce Commission	1	9	2	.....	.....	.....	19	.....	31	.....	6	37
Civil Service Commission	6	17	.....	.....	.....	9	22	.....	54	.....	.....	54
Smithsonian Institution and Bureaus	1	6	2	1	.....	3	68	.....	81	.....	59	140
State, War and Navy Department building	10	14	1	1	.....	3	3	.....	32	.....	8	40
Isthmian Canal Service	1	13	.....	.....	.....	10	16	.....	40	1	.....	41
Total	492	1,756	204	32	32	207	1,185	130	4,038	98	562	4,698
OUTSIDE WASHINGTON, D. C.[b]												
Treasury Department:												
Supervising Architect at large	8	6	1	.....	.....	.....	4	.....	19	.....	.....	19
Custodian and janitor service	38	95	21	.....	.....	.....	126	.....	280	.....	382	662
Mints and Assay offices	32	33	9	.....	43	3	121	.....	241	4	10	255
Subtreasury Service[c]	6	18	4	.....	.....	.....	8	.....	36	.....	.....	36
Public Health and Marine-Hospital Service	29	525	2	.....	.....	1	842	.....	1,399	237	75	1,711
Life-Saving Service	352	7	3	19	.....	.....	621	.....	1,002	.....	.....	1,002
Special Agents' Division[d]	.....	4	2	.....	.....	.....	1	.....	7	9	.....	16
Board of General Appraisers[d]	1	3	.....	.....	.....	.....	.....	.....	4	.....	.....	4
War Department:												
Quartermaster's Department at large	72	246	23	.....	.....	9	1,409	.....	1,759	31	192	1,982
Ordnance Department at large	223	243	30	.....	722	6	114	.....	1,338	.....	888	2,226
Engineer Department at large[c]	58	429	30	.....	3,449	8	5,945	1	9,920	.....	.....	9,920
Miscellaneous[c]	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	1
Navy Department: Navy-yards, naval stations, etc., including service under Rule III, section 2	29	313	10	.....	.....	10	163	1	526	.....	.....	526
Post-Office Department: Railway Mail Service	135	724	96	.....	.....	5	465	.....	1,425	37	.....	1,462
Department of the Interior:												
Land Service	5	45	3	.....	.....	4	145	.....	202	2	29	233
Pension Agency Service	1	30	4	.....	.....	1	826	1	863	.....	.....	863

[a] It was not possible to make absolute distinction between employees serving in Washington, D. C., and elsewhere in all cases. Under the Post-Office Department are included changes in the post-office inspection service and changes in division headquarters of the rural free delivery service. Under the Department of Commerce and Labor in Washington, D. C., are included all of the changes in the Coast and Geodetic Survey, the majority of the employees of which are employed a part of the time in Washington, D. C.

[b] Includes all bureau employees of field services although actually located in Washington, D. C.

[c] Changes in unclassified service not reported.

[d] Included under Treasury Department in Washington, D. C., in Table 19.

[e] *The appointments through* examination were made in the Philippines division from registers of *Philippine Bureau of Civil Service.*

TABLE 10.—*Showing changes in the Departmental and Government Printing services during the year ended June 30, 1907*—Continued.

Department and subdivision of the service.	Separations.											
	Competitive positions.											
	Removed.	Resigned.	Died.	Probationers dropped.	Furloughed, laid off, or suspended.	By transfer.	Temporary.	Temporary appointees provisionally appointed.	Total.	Excepted and noncompetitive positions.	Unclassified positions.	Grand total.
OUTSIDE WASHINGTON, D. C.—con.												
Department of the Interior—Con.												
Indian School Service	4	460	5			8	581		1,058	285	61	1,404
Indian Agency Service	7	87	1	1		2	109	3	210	258	91	559
Reclamation Service	55	177	2		25				259			259
Department of Justice	2	25					2		29	114		143
Department of Agriculture	190	383	30			2	238		843	713	78	1,634
Department of Commerce and Labor:[a]												
Light-House Service	121	265	31		1	2	231	5	656	1,272		1,928
Immigration Service	12	67	13	1		9	78		180	80	22	282
Steamboat-Inspection Service	1	7	2						10			10
Navigation Service	1	4	1			1	6		13		1	14
Bureau of Fisheries	4	10	2			3	18		37	1	12	50
Bureau of the Census										116	116	116
Isthmian Canal Service[b]	90	142	1			8	12	1	254			254
Total	1,476	4,348	326	21	4,240	82	12,065	12	22,570	3,043	1,958	27,571
Grand total	1,908	6,104	530	53	4,272	289	13,250	142	26,608	3,141	2,520	32,269
IN WASHINGTON, D. C.												
Government Printing Office	499	247	40	41		9	529		1,365		74	1,439

[a] Includes all bureau employees of field services although actually located in Washington, D. C.

[b] Changes in mechanical and laboring forces not reported. On June 16, 1907, the force actually working on the canal was 23,807, and for the Panama Railroad, 5,508. The total number of employees on the pay rolls of the Canal Commission and the Panama Railroad Company during the month of June, 1907, was 38,298, which represents the number of persons which were supplied with quarters and subsistence.

RAILWAY MAIL SERVICE.

TABLE 11.—*Showing changes in the substitute force of the Railway Mail Service during the year ended June 30, 1907.*

Number on roll June 30, 1906		1,225
Appointments:		
Through examination and certification	[a] 2,371	
By transfer	84	
By reinstatement	50	
		2,505
Total		3,730
Separations:		
Removed	37	
Resigned	365	
Declined	312	
Died	11	
Canceled	8	
Transferred	51	
Permanently appointed	1,531	
		2,315
Remained on rolls, June 30, 1907		1,415

[a] Number of persons selected, 312 of whom declined, and 8 of whose appointments were canceled.

TABLE 7.—*The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed during the year ended June 30, 1907*—Continued.

Kind of examination.	Number of examinations.	Examined.			Passed.			Per cent that passed.			Appointed.						
											In Washington.			Outside Washington.			Aggregate.
		Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	
DEPARTMENTAL SERVICE—continued.																	
Reinstatement:																	
With educational test—																	
Electrician	1	1		1				0		0							
Matron	2		2	2		2	2		100	100					2	2	2
Stenographer and typewriter	1	1		1				0		0							
Teacher	1		1	1					0	0							
Without educational test—																	
Plumber and engineer		1		1	1		1	100		100				1		1	1
Transfer:																	
With educational test—																	
Assistant engineer and superintendent of construction														1		1	1
Bookkeeper	1	1		1				0		0							
Chinese inspector	1	1		1	1		1	100		100							
Clerk	51	78	4	82	34	3	37	44	75	45	15	1	16	1		1	17
Clerk, Isthmian Canal Service	3	3		3	2		2	67		67							
Draftsman, engineer											1		1				1
Draftsman, heating and ventilating											1		1				1
Electrical assistant	1	1		1				0		0							
Engineer and carpenter	1	1		1				0		0							
Engineering aid														2		2	2
Farmer	1	1		1	1		1	100		100							
Immigrant inspector	1	1		1	1		1	100		100				2		2	2
Laboratory helper	1	1		1	1		1	100		100							
Messenger	5	5		5	2		2	40		40							
Observer	1	1		1	1		1	100		100							
Post-office inspector and rural agent	112	279		279	93		93	33		33				32		32	32
Proof reader	1	1		1	1		1	100		100	1		1				1
Railway mail clerk	29	55		55	43		43	78		78				52		52	52
Skilled laborer	20	1	38	39	1	27	28	100	71	72	1	25	26				26
Special agent, Treasury Department	1	1		1	1		1	100		100							
Stenographer	4	5		5						0							
Stenographer and typewriter	3	3		3	1		1	33		33	2		2				2
Typewriter	4	2	2	4	2	1	3	100	50	75	1	1	2				2
Watchman	2	2		2	2		2	100		100							
Writer of specifications and computer	1	1		1	1		1	100		100							

Without educational test—																	
Adjuster			1	1		1	1		100	100							
Carpenter		1		1	1		1	100		100							
Engineer, marine		1		1	1		1	100		100							
Fireman		1		1	1		1	100		100							
Machinist		2		2	2		2	100		100	2		2				2
On Form 375, etc		19		19	19		19	100		100	13	1	14	13		13	27
Total for promotion, transfer, and reinstatement to the Departmental Service	398	1,177	120	1,297	538	69	607	40	58	47	162	57	219	293	20	313	532
Total, Departmental Service	6,060	65,796	5,979	71,775	48,652	2,997	51,649	74	50	72	1,895	878	2,773	22,133	538	22,671	25,444
GOVERNMENT PRINTING SERVICE.																	
Bookbinder	21	49		49	44		44	90		90							
Compositor	43	214	4	218	176	3	179	82	75	82	2		2	3		3	5
Electrotype finisher	12	16		16	11		11	69		69	4		4				4
Electrotype molder	7	9		9	7		7	78		78	3		3				3
Electrotyper's helper	9	9		9	7		7	78		78	5		5				5
Lanston operator	4	7		7	7		7	100		100							
Linotype machinist	17	29		29	28		28	97		97	4		4				4
Mergenthaler operator	18	36		36	32		32	89		89							
Monotype machinist	8	9		9	5		5	56		56	3		3				3
Press feeder	4		12	12		9	9		75	75							
Pressman	16	36		36	31		31	86		86	26		26				26
Public document cataloguer	14	6	24	30	1	10	11	17	42	37		7	7	1		1	8
Stereotyper	9	12		12	12		12	100		100	1		1				1
Total, Government Printing Service	182	432	40	472	361	22	383	84	55	81	48	7	55	4		4	59
CUSTOM-HOUSE SERVICE.[a]																	
First grade[b]		1,276	20	1,296	757	17	774	59	60	59				109	2	171	171
Second grade		581		581	456		456	78		78				102		102	102
Third grade		662	24	686	585	21	606	88	88	88				98	5	103	103
Assayer		14		14	10		10	71		71				1		1	1
Boatman		13		13	13		13	100		100				3		3	3
Chauffeur[c]		15		15	15		15	100		100				3		3	3
Examiner of:																	
Baskets		12		12	1		1	8		8				1		1	1
China, earthenware, and glassware		23		23	2		2	9		9				1		1	1
Chinese groceries														1		1	1
Confectionery, chocolate, sugar, etc		30		30	8		8	27		27				4		4	4
Dry goods		22		22	1		1	5		5				1		1	1
European broad silks, etc		14		14	2		2	14		14				1		1	1

[a] In addition, 12 stenographers and typewriters appointed in the Customs Service have been included under Departmental Service, and 1 assistant gauger under promotion, Customs Service.

[b] Includes 1 cashier.

[c] Two of the appointments were in the Departmental Service.

TABLE 7.—*The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed during the year ended June 30, 1907*—Continued.

Kind of examination.	Number of examinations.	Examined.			Passed.			Per cent that passed.			Appointed.						
											In Washington.			Outside Washington.			Aggregate.
		Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	
CUSTOM-HOUSE SERVICE—continued.																	
Examiner of—Continued.																	
Furs and floor coverings														1		1	1
General merchandise		124		124	8		8	6		6				5		5	5
Hardware		28		28	1		1	4		4				1		1	1
Italian groceries														2		2	2
Passengers' baggage														1		1	1
Plants		28		28	6		6	21		21				1		1	1
Prepared vegetables, etc		22		22	4		4	18		18				2		2	2
Sporting goods, nails, etc														1		1	1
Sugar		15		15	4		4	27		27				1		1	1
Timber products														1		1	1
White goods, linens, etc														1		1	1
Women's cotton and linen wearing apparel		27	2	29				0	0	0							
Inspector of live stock		13		13	1		1	8		8							
Marine engineer		3		3	3		3	100		100				2		2	2
Marine fireman		2		2	2		2	100		100				1		1	1
Messenger boy		271		271	248		248	92		92				14		14	14
Mounted inspector		4		4	3		3	75		75				1		1	1
Opener and packer		267		267	215		215	81		81				96		96	96
Seaman		4		4	4		4	100		100				3		3	3
Sugar sampler		50		50	25		25	50		50				36		36	36
Weigher and gauger		4		4	3		3	75		75							
Wharf examiner		16		16	11		11	69		69				4		4	4
Promotion:																	
First grade		121	1	122	77	1	78	64	100	64				28		28	28
Second grade		39		39	17		17	44		44				48		48	48
Third grade		13		13	10		10	77		77				12		12	12
Assistant gauger		9		9	8		8	89		89				1		1	1
Carpenter		1		1	1		1	100		100				1		1	1
Class E		143		143	124		124	87		87				43		43	43
Class 1		135		135	135		135	100		100				36		36	36
Class 2		101		101	101		101	100		100				23		23	23
Class 3		56		56	56		56	100		100				14		14	14
Class 4		42		42	42		42	100		100				18		18	18
Deputy surveyor														1		1	1

Examiner of general merchandise		1		1	1		1	100		100				2		2	2
Examiner of passengers' baggage														2		2	2
Inspector														8		8	8
Internal-Revenue examination		1		1	1		1	100		100				1		1	1
Opener and packer		3		3	3		3	100		100				9		9	9
Ore sampler		1		1	1		1	100		100							
Teller																	
Transfer:																	
First grade		6		6	3		3	50		50				4		4	4
Second grade		1		1				0		0							
Deputy surveyor		1		1	1		1	100		100							
Inspector		3		3	2		2	67		67				2		2	2
Opener and packer		1		1	1		1	100		100				1		1	1
Total, Custom-House Service	198	4,218	47	4,265	2,972	39	3,011	70	83	71				813	7	820	820
INTERNAL-REVENUE SERVICE.																	
Entrance	191	1,756	17	1,773	1,094	11	1,105	62	65	62				223		223	223
Promotion (storekeeper-gauger)	3	7		7	1		1	14		14				1		1	1
Total, Internal-Revenue Service	194	1,763	17	1,780	1,095	11	1,106	62	65	62				224		224	224
POST-OFFICE SERVICE.																	
Clerk-carrier	2,188	26,410	2,283	28,702	14,811	1,883	16,694	56	82	58				8,508	324	8,832	[a]8,832
Clerk-carrier, Polish	2	8		8	4		4	50		50				2		2	2
Rural carrier	3,861	22,074	238	22,312	20,836	235	21,071	94	99	94				7,570	50	7,620	7,620
Transfer (clerk-carrier)	3	2	1	3	2		2	100	0	67				2		2	2
Total, Post-Office Service	6,054	48,503	2,522	51,025	35,653	2,118	37,771	74	84	74				16,082	374	16,456	16,456
Total, all branches of the classified service	12,688	120,712	8,605	129,317	88,733	5,187	93,920	74	60	73	1,943	885	2,828	39,256	919	40,175	43,003
PHILIPPINE SERVICE.																	
Assistant	93	128	5	133	67	2	69	52	40	52				41		41	41
Assistant agriculturist														1		1	1
Assistant engineer, water and sewer construction		4		4	4		4	100		100							
Assistant professor of anatomy														1		1	1
Assistant professor of bacteriology and pathology		1		1	1		1	100		100				1		1	1
Bookkeeper	1	1		1				0		0							
Bridge engineer		6		6	5		5	83		83				2		2	2
Chemist		29		29	15		15	52		52				3		3	3
Civil engineer	28	39		39	24		24	61		61				11		11	11
Civil engineer and superintendent of construction														1		1	1
Clerk	2	2		2	1		1	50		50							

[a] 101 of these appointments were made in the Washington, D. C., post-office.

TABLE 7.—*The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed during the year ended June 30, 1907*—Continued.

Kind of examination.	Number of examinations.	Examined.			Passed.			Per cent that passed.			Appointed.						
											In Washington.			Outside Washington.			Aggregate.
		Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	
PHILIPPINE SERVICE—continued.																	
District health officer	4	5		5	3		3	60		60							
Domestic science teacher	1		2	2		2	2		100	100							
Draftsman, architectural	7	7		7	3		3	43		43				1		1	1
Draftsman, mechanical	2	2		2				0		0							
Draftsman, topographic	2	3		3				0		0							
Economic botanist and mycologist		2		2				0		0							
Engineer, Bureau of Science	4	4		4	1		1	25		25							
First grade	14	20		20	6		6	30		30				3		3	3
Fish expert														1		1	1
Forest assistant	6	6		6				0		0							
Geologist	2	2		2	1		1	50		50				1		1	1
Inspector, sewers and waterworks		19		19	14		14	74		74							
Interne		1		1	1		1	100		100				1		1	1
Law clerk	4	8		8				0		0							
Master builder		10		10	9		9	90		90				1		1	1
Mechanical superintendent														2		2	2
Nurseryman														1		1	1
Physician														1		1	1
Principal assistant chief engineer		8		8	7		7	88		88							
Scientific assistant	3	4		4				0		0				4		4	4
Stenographer and typewriter	93	133	1	134	35		35	26	0	26				19		19	19
Surveyor	30	103		103	82		82	80		80				19		19	19
Teacher	167	197	69	266	104	44	148	53	64	56				73	15	88	88
Trained nurse	2		3	3		3	3		100	100					7	7	7
Typewriter															1	1	1
Veterinarian	7	17		17	15		15	88		88				8		8	8
Veterinary inspector														3		3	3
Total, Philippine Service	472	761	80	841	398	51	449	52	64	53				199	23	222	222
DISTRICT OF COLUMBIA.																	
Crossing policeman	5	15		15	7		7	47		47							
Fireman	3	92		92	68		68	74		74							

Policeman	6	107		107	17		17	16		16							
Sanitary inspector	1	44		44	26		26	59		59							
Total	15	258		258	118		118	46		46							
Mere unskilled laborer:																	
In Washington, D. C		1,245	1,440	2,685	1,130	1,436	2,575	91	100	96	308	132	530				530
Outside Washington, D. C		2,209	470	2,679	1,751	448	2,199	79	95	82				549	84	633	633
Total		3,454	1,910	5,364	2,890	1,884	4,774	84	99	89	398	132	530	549	84	633	1,163
Naval Academy:																	
Midshipman		328		328													

TABLE 8.—*Showing the apportionment of appointments in the Departmental Service at Washington, D. C., from July 16, 1883, to June 30, 1907, under the census of 1900, on the basis of one appointment for every 10,000 population.*

State or Territory.	Entitled.	Appointments.			Separations.	Net appointments charged.	Per cent.
		Through examination.	Through reinstatement.	Through transfer.			
Alabama	183	234	21	20	112	163	89.071
Alaska	6	3	.....	.....	1	2	33.333
Arizona	12	14	1	6	8	13	108.333
Arkansas	131	181	13	8	70	132	100.763
California	149	237	12	40	123	166	111.409
Colorado	54	82	10	27	46	73	135.185
Connecticut	91	125	15	21	48	113	124.175
Delaware	18	40	.....	9	14	35	194.444
District of Columbia	28	799	185	295	403	876	3,128.571
Florida	53	68	7	16	30	61	115.093
Georgia	222	325	32	55	162	250	112.613
Hawaii	16	15	.....	.....	6	9	56.250
Idaho	16	24	2	5	14	17	106.250
Illinois	482	687	54	89	295	535	110.996
Indiana	252	349	32	51	131	301	119.444
Indian Territory	39	54	4	4	25	37	94.871
Iowa	223	301	28	53	125	257	115.246
Kansas	147	201	23	39	77	186	126.530
Kentucky	215	280	19	34	96	237	110.232
Louisiana	138	178	3	14	66	129	93.478
Maine	69	108	9	12	48	81	117.391
Maryland	119	377	53	79	145	364	305.882
Massachusetts	281	533	33	52	229	389	138.434
Michigan	242	362	20	32	128	286	118.181
Minnesota	175	256	18	28	103	199	113.714
Mississippi	155	195	6	17	78	140	90.322
Missouri	311	427	36	49	175	337	108.360
Montana	24	39	5	6	20	30	125.000
Nebraska	107	157	10	26	63	130	121.495
Nevada	4	13	1	2	10	6	150.000
New Hampshire	41	71	6	8	32	53	129.268
New Jersey	188	285	26	24	113	222	118.085
New Mexico	20	22	.....	8	14	16	80.000
New York	727	1,137	122	205	497	967	133.012
North Carolina	189	273	18	41	112	220	116.402
North Dakota	32	49	4	6	23	36	112.500
Ohio	416	610	77	94	265	516	124.038
Oklahoma	40	59	6	8	25	48	120.000
Oregon	41	59	3	13	31	44	107.317
Pennsylvania	630	933	81	157	380	791	125.555
Porto Rico	95	43	.....	1	18	26	27.368
Rhode Island	43	74	3	6	31	52	120.930
South Carolina	134	184	10	17	57	154	114.925
South Dakota	40	60	7	14	37	44	110.000
Tennessee	202	268	30	39	123	214	105.941
Texas	305	431	23	42	194	302	99.016
Utah	28	55	3	2	28	32	114.286
Vermont	34	71	7	6	21	63	185.294
Virginia	185	372	54	86	169	343	185.405
Washington	52	84	7	12	46	57	107.615
West Virginia	96	124	12	44	56	124	129.167
Wisconsin	207	297	24	26	118	229	110.628
Wyoming	9	16	.....	8	6	18	200.000
Totals	7,716	12,241	1,175	1,956	5,247	10,125	131.221

The following extract from Census Bulletin 94, Statistics of Employees, Executive Civil Service of the United States, refers to a table showing number and number per 100,000 population in 1900 of employees in executive civil service, classified by place of employment, general character of appointment, and State or Territory from which appointed (1907):

The figures in Table 35, it should be noted, do not furnish any indication of the effectiveness with which the Civil Service Commission is now able to execute the provisions of the law governing apportionment. The figures here dealt with include all employees now in the classified service, whether they were appointed through methods over which the Civil Service Commission exercises control or whether they obtained their status in the service through "classification and extension," a method over which the Civil Service Commission has no control and to which the law respecting *apportionment* does not apply. Statistics showing the effectiveness of the Civil

Service Commission in this respect are published in the annual reports of that Commission and are usually accompanied by interesting statements concerning the execution of the law respecting apportionment. The figures here presented merely indicate how nearly the classified service in the District now conforms to that ideal of fairness to the several States and Territories which was laid down in the civil service act of 1883.

In the number of appointees to the classified service in the District of Columbia per 100,000 inhabitants the District itself is far ahead of any State or Territory, having 2,296 appointees in each 100,000 inhabitants, as contrasted with 140 for Maryland, which ranks second. Virginia ranks third with 69, and Delaware fourth with 44. The following extract from the Twenty-first (1904) Report of the Civil Service Commission may be of interest in this connection:

"But with every effort to enforce the letter and the spirit of the law it has been impossible to prevent the District of Columbia from securing more than the small share of appointments to which it is entitled on the basis of population. This is due to the following causes:

"There is naturally a keener interest in Government positions among persons residing at the seat of Government, and greater effort on their part to ascertain the needs of the service and to acquire those qualifications which are most in demand.

"For technical positions, including stenographers and typewriters, patent examiners, engineers, draftsmen, computers, etc., the Commission is constantly obliged to certify eligibles from States already in excess because of the failure of other States to provide eligibles properly qualified. The Commission is seldom called upon to certify eligibles having only ordinary clerical qualifications."

The number of legal residents appointed to the classified service at Washington per 100,000 inhabitants is lowest for Alabama, Mississippi, and Indian Territory, for each of which the ratio is 10. It is interesting to note that the Civil Service Commission has had great difficulty in securing eligibles from the South Central States. For some reason the inhabitants of these States do not enter the competitive examinations as generally as do the people in other sections of the country. In order to maintain the apportionment required by law, the Civil Service Commission has upon at least two occasions made vigorous efforts to secure applicants for examination from these States, and has met with some success.[a] The fact that vigorous effort is necessary to persuade people from the South Central division to enter the competitive examinations explains to some extent why the ratios for these States are low.

See the chapter on arrears of Southern States, pages 11 and 12, *ante*.

TABLE 9.—*Showing the number of appointments made from the different kinds of educational examinations to the Departmental Service, exclusive of the Railway Mail and Indian Services, from July 16, 1883, to June 30, 1897, and in each subsequent year to June 30, 1907.*

Kind of examination.	1884 to 1897, inclusive.	1898.	1899.	1900.	1901.	1902.	1903.	1904.	1905.	1906.	1907.	Total.
TECHNICAL OR PROFESSIONAL IN CHARACTER.												
Acting assistant surgeon, Public Health and Marine-Hospital Service		1	6		1	4	7	4	8	7	5	43
Adjuster of scales										1		1
Administrative biologist									1			1
Aid, Bureau of Standards									2	2		4
Aid, Coast and Geodetic Survey			4	9	2	6	17	10	11	2	12	73
Aid, Division of Birds' Eggs								1				1
Aid, Divison of Fishes								1				1
Aid, Division of Geology							1	3				4
Aid in zoology								1			1	2
Amalgamator and crushing mill man										1		1
Analyst											1	1
Anatomist									1			1
Arboriculturist, dry-land agriculture											1	1
Artist									1		1	2
Artist and draftsman									1			1
Assayer								2			1	3
Assistant, Office of Seed Plant Introduction										1		1

[a] Twenty-second Annual Report of the Civil Service Commission, page 16, and the Seventh Report, page 12.

TABLE 9.—*Showing the number of appointments made from the different kinds of educational examinations to the Departmental Service, exclusive of the Railway Mail and Indian services, from July 16, 1883, to June 30, 1897, and in each subsequent year to June 30, 1907*—Continued.

Kind of examination.	1884 to 1897, inclusive.	1898.	1899.	1900.	1901.	1902.	1903.	1904.	1905.	1906.	1907.	Total.
TECHNICAL OR PROFESSIONAL IN CHARACTER—continued.												
Assistant, Section of Illustrations										1		1
Assistant in Assay Department										1		1
Assistant to chief inspector										2		2
Assistant—												
Agriculturist											1	1
Agrostologist	1		1			1		1	2			6
Animal husbandman									3		1	4
Attorney	1	2	2	1	1							7
Biologist	1						1		1			3
Biologist and editor									1			1
Biological survey									2			2
Chemist	6						2	4	5	2	1	20
Chief, Dairy Division							1	1				2
Curator	4		1				3		1			9
Dairyman											18	18
Department of Agriculture		4	9	7	11	2	1	2				36
Electrical engineer								2	7		1	10
Engineer, Geological Survey								2				2
Engineer (hydrographer)							1					1
Engineer, Reclamation Service											1	1
Examiner, Patent Office	192	7	35	15	13	26	49	20	20	47	54	478
Geologist	3			4	5		3	19	2	7	19	62
Assistant in—												
Animal husbandry											1	1
Sugar-beet investigations											2	2
Assistant inspector of—												
Boilers		5	2		3				1			11
Hulls		1	5	2								8
Ordnance		6	7			1						14
Seed warehouse and seed distribution											3	3
Assistant—												
Lumberman											14	14
Nautical Almanac Office	4				4	1		1				10
Philippine Service									1			1
Physicist						2		4			7	13
Preparator									1			1
Superintendent of construction									3	1		4
Surgeon										1		1
Topographer	13	7		7	7	5	19	13	24	1		96
Botanical clerk	7						2					9
Botanist	10							1		2		13
Cable foreman									1			1
Cadet, Revenue Service		6	4	17	5		20	21		13		86
Cement expert									2		1	3
Chainman, Canal Service										7		7
Chemist										2	1	3
Bacteriological										3	1	4
Bureau of Standards								1				1
Chief, Division of—												
Chemistry									1			1
Pharmacology								1				1
Chief engineer					1	1	1	2	2	1	2	10
Chief engineer and electrician					1	6	3					10
Chief food and drug inspection chemist											17	17
Chief inspector of clothing											1	1
Chief, laboratory of physiological chemistry											2	2
Chief, sugar laboratory											2	2
Civil and electrical engineer					4	1		3				8
Civil engineer									9	12	13	34
Civil engineer and draftsman									1			1
Civil engineer and student									2	2	8	12
Civil engineer and superintendent of construction								4	11	5	14	34
Clerk, draftsman, and surveyor										2	1	3
Commercial telegraph and telephone operator								5	2	5		12
Computer, Coast and Geodetic Survey	3			5	3	1	9	2	1	4	5	33

TABLE 9.—*Showing the number of appointments made from the different kinds of educational examinations to the Departmental Service, exclusive of the Railway Mail and Indian services, from July 16, 1883, to June 30, 1897, and in each subsequent year to June 30, 1907*—Continued.

Kind of examination.	1884 to 1897, inclusive.	1898.	1899.	1900.	1901.	1902.	1903.	1904.	1905.	1906.	1907.	Total.
TECHNICAL OR PROFESSIONAL IN CHARACTER—continued.												
Computer:												
Forest Service										1		1
Miscellaneous	14				1		1	8				24
Nautical Almanac Office	6	2	2	2	1					1	4	18
Naval Observatory									5	3	3	11
Nutrition investigations								3				3
Smithsonian Institution										1		1
Supervising Architect's Office				2	1		1	1	3		1	9
Constructing engineer									5	4		9
Consulting engineer								3			9	12
Copperplate map engraver				4		3			4			11
Curator of numismatic collection									1			1
Dairy inspector							9	1	1			11
Deck officer						1	6	2				9
Draftsman:												
Apprentice									3		1	4
Architectural	15	2	5	5	4	1	5	4	3	1	24	69
Architectural and structural				2	3			4	5	1	6	21
Artist										3		3
Assistant		2	5									7
Assistant mechanical					3		3	1				7
Assistant ship			12	9	4					1		25
Cartographic								3	2	1		6
Copyist, topographic				1	5	4	10	9	19	11	20	79
Engineer								4	1		6	11
Entomologic								2		1		3
Forest								1				1
Geological Survey				2	2		2	1				7
Heating and ventilating	1			1	2	2	4	4			10	24
Hull					1	3						4
Hydrographic					1			1				2
Invertebrate fossils									1			1
Junior architectural	3		2	9	10	10	22	10	15		17	98
Junior mechanical									4			4
Land Office					1	2			3	7	3	16
Marine engines and machinery					1		1					3
Marine engines, boilers, and materials			4	1								5
Mechanical	14	6	13	1	6	11	9	21	18	18	15	132
Mechanical and topographic										2		2
Paleontologic								1	2			3
Topographic	37	5	3	3	1	1	5	2	10	4	6	77
Topographic and cartographic								3	1			4
Draftsman and engineer						1	1	2				4
Draftsman and typewriter								1				1
Drainage engineer									2		1	3
Dry-land agriculturist											1	1
Editorial and statistical assistant										11		11
Electrical assistant							2	6	11	9	6	34
Electrical engineer							7	4			1	12
Electrical engineer and draftsman				1		2	2	3	1		3	12
Electrical engineer and instructor										1		1
Electrical inspector											1	1
Electrician						2		1	3	10	15	31
Engineer, Bureau of Chemistry									1			1
Engineering and hydrographic aid								3	60	26	39	128
Examiner of surveys			7	1	3	3	4	5	1		2	26
Examiner, Reclamation Service											7	7
Field assistant, Department of Agriculture				5	2	4	11	18	41		1	82
Fish culturist	16	8	4	8	9	2	13	14	7	9	24	114
Food and drug inspection chemist											11	11
Food and drug inspector											31	31
Forest assistant										53	35	88
Forest-planting assistant											5	5
Forest supervisor										9	11	20
Geologist						24	3	2				29
Grinder of sections for microscopic study										1		1

TABLE 9.—*Showing the number of appointments made from the different kinds of educational examinations to the Departmental Service, exclusive of the Railway Mail and Indian services, from July 16, 1883, to June 30, 1897, and in each subsequent year to June 30, 1907*—Continued.

Kind of examination.	1884 to 1897, inclusive.	1898.	1899.	1900.	1901.	1902.	1903.	1904.	1905.	1906.	1907.	Total.
TECHNICAL OR PROFESSIONAL IN CHARACTER—continued.												
Herdbook assistant											2	2
Highway engineer									1	1		2
Hospital interne									7	11	9	27
Hospital steward		9	7	5	5	3						29
Hydrographer and irrigation engineer									2			2
Hydrographic aid							11	7	4	1	2	25
Hydrographic draftsman and surveyor			6	1								7
Hydrologic aid										1		1
Ink chemist and ink maker											1	1
Inspector of—												
Boilers		1	2	1	1	4	1	8	15	10	6	49
Clothing											1	1
Construction										4	6	10
Grazing										3	4	7
Hats											1	1
Headstones								1				1
Hulls			3	4	3	4	3	6	15	9	4	51
Khaki garments						14						14
Meat products											962	962
Mechanical and electrical engineering						2			1	2		5
Rubber								1	1			2
Seed warehouse and seed distribution										1		1
Shoes				1	3	1						5
Shoes and leather										5	1	6
Supplies								2	3	1	1	7
Textile fabrics					12		1	1	3	6	2	25
Instrument man, Canal Service										1		1
Irrigation assistant							7			6		13
Irrigation engineer							157	25	51	31	21	285
Irrigation manager											5	5
Junior civil engineer	15	21	38	29	12	11	11	8				145
Laboratory assistant							14	14	5	11		44
Laboratory assistant in—												
Pharmacology									2			2
Physics						2						2
Law	79			2	8	1	40	30	13	12	8	193
Lithographic map engraver	2		1		1	1			1			6
Magnetic observer				1	10	5	4	4				24
Meat inspector [a]												
Mechanical and electrical engineer				1		1	2		2	3		9
Mechanician								1	2	3	1	7
Medical examiner, Pension Office	39											39
Medical interne, Government Hospital for the Insane							1	2	3	4	2	12
Nautical expert	16	3	4	5	2	2	2	2		5	1	42
Observer, Weather Bureau	15	26	37	14	20	31	34	22	34	43	49	325
Pharmacist								6	3	4	6	19
Pharmacologist									1			1
Photographer	2		1			6		4			2	15
Physician, Canal Service										4	12	16
Physician, Government Hospital for the Insane										1		1
Physiological chemist and pharmacologist								1				1
Physiological chemist in cereal investigations								2				2
Plant pathologist						2		1		3		6
Plant physiologist						3		1				4
Preparator in vertebrate paleontology					2				2			4
Poultry assistant											1	1
Preparator of fossils											1	1
Preparator of specimens	2						1		1			4
Principal pension examiner	11											11
Psychologist											1	1
Rodman, Canal Service										10		10

[a] See Inspector of meat products and veterinary inspector.

TABLE 9.—*Showing the number of appointments made from the different kinds of educational examinations to the Departmental Service, exclusive of the Railway Mail and Indian services, from July 16, 1883, to June 30, 1897, and in each subsequent year to June 30, 1907*—Continued.

Kind of examination.	1884 to 1897, inclusive.	1898.	1899.	1900.	1901.	1902.	1903.	1904.	1905.	1906.	1907.	Total.
TECHNICAL OR PROFESSIONAL IN CHARACTER—continued.												
Scientific assistant, Department of Agriculture	4			9	9	25	37	42	27	74	62	289
Special agent	7	1	1					1			2	12
Special examiners and special agents											16	16
Special pension examiner	438	2		1	4							445
Square-letter engraver			1	1							2	4
Statistician										3	3	6
Superintendent of construction	7	1	10	4	12	3	11	23	16	8	4	99
Superintendent and head nurse										1		1
Superintendent of testing gardens								1		1		2
Supervising drainage engineer											2	2
Systematic agrostologist								1				1
Technical assistant in chemistry										1		1
Technical assistant in pharmacology									1	1	1	3
Technical assistant in zoology									1			1
Testing assistant											3	3
Testing engineer								1		8	1	10
Topographic aid											12	12
Trained nurse, Canal Service										12	33	45
Train master						2	2					4
Transit man, Canal Service										1		1
Triangulation aid											1	1
Vegetable pathologist	6											6
Veterinary inspector	83	55	32	53	53	36	53	26	79	57	265	792
Viticulturist								1				1
Vignette engraver											1	1
Watch officer						1	5	1				7
Total	1,077	183	276	256	279	293	668	525	669	686	2,052	6,964
CLERICAL IN CHARACTER, WITH ADDITIONAL QUALIFICATIONS.												
Assistant chief of division	11		1									12
Assistant custodian		1	3	3	2		1			2	5	17
Assistant librarian								1		3	2	6
Assistant, soil survey						9	25					34
Assistant superintendent, registry system				4		1		1	1			7
Assistant superintendent seed warehouse and seed distribution										1	3	4
Bookkeeper	187	28	31	45	65	103	92	93	153	107	118	1,022
Book typewriter				9	13	7	12					41
Cataloguer and numberer									2			2
Chemical clerk							2	1	4			7
Chinese inspector			1	1		6	10	25	17		7	67
Clerk, land office			17	2		9	1	1				30
Clerk-examiner								61	25	1	13	100
Clerk, expert in foreign statistics and languages									1	3	2	6
Clerk, State Department	18						2	1				21
Clerk, Subsistence Department					5							5
Clerk, Tariff Division									1	1		2
Clerk, qualified in languages											5	5
Clerk and draftsman											12	12
Computer	6		1									7
Copyist of maps	6											6
Custodian, Military Academy											1	1
Deputy shipping commissioner and clerk						1		1	1	4	3	10
Editorial clerk	1					2	3	5	4		2	17
Editorial and statistical clerk											7	7
Engineer clerk										1		1
Examiner's clerk, Patent Office	43											43
Expert accountant									1			1
Expert freight-rate clerk								1		5	3	9
Game-law assistant								1				1
Illustrator in agrostology								2				2
Immigrant inspector	1		3	9	11	6	11	86	19	4	48	198

TABLE 9.—*Showing the number of appointments made from the different kinds of educational examinations to the Departmental Service, exclusive of the Railway Mail and Indian services, from July 16, 1883, to June 30, 1897, and in each subsequent year to June 30, 1907*—Continued.

Kind of examination.	1884 to 1897, inclusive.	1898.	1899.	1900.	1901.	1902.	1903.	1904.	1905.	1906.	1907.	Total.
CLERICAL IN CHARACTER, WITH ADDITIONAL QUALIFICATIONS—continued.												
Interpreter		2	5	6	7	5	28	19	5	2	8	87
Librarian	2				2			3	5		1	13
Library assistant									2	4		6
Medical clerk							16	9	5	2		32
Member board of pension appeals	9											9
Meteorological clerk	20											20
Mint Service clerk			16	79	54	76	29	139	54	91	97	635
Miscellaneous computer							3					3
Modern languages	30	2	3	2	2							39
Money counter	6	2										8
Post-office inspector and route inspector	85	13	12	19	39	9	18	25	41	31		292
Proof reader	30		1									31
Proof reader and indexer										3		3
Railway mail clerk							4		1			5
Railroad transportation agent											1	1
Record or identification clerk				1								1
Register and receiver's clerk				5	17	31	18	4	1			76
Returns office clerk	5											5
Route inspector						2	3	14				19
Shipping commissioner										2	1	3
Stenographer	16	6	33	23	28	41	45	87	83	44	60	466
Stenographer and typewriter	304	77	86	94	110	151	215	326	418	433	509	2,723
Stenographer, typewriter, and indexer								1				1
Steward and storekeeper								1				1
Subtreasury clerk		4		20	13	14	15	24	13	10	18	131
Surveyor-general's clerk				2	1	2						5
Tariff clerk											10	10
Tariff expert									1			1
Telegrapher	13	2	1			3	1	3	1	5	9	38
Timekeeper										7		7
Tracer	7	1	5	14	6							33
Train master									2			2
Translator	3				4	2	5	2	2	4		22
Translator and bibliographer							2	2				4
Transportation clerk					7	1						8
Typewriter	329	22	41	42	55	85	130	148	131	176	275	1,434
Typewriter and cataloguer								1				1
Typewriter and translator										2		2
Total	1,132	160	260	380	441	566	691	1,088	994	948	1,220	7,880
CLERICAL IN CHARACTER.												
Clerk (general)	1,640	67	129	174	219	157	145	247	361	179	372	3,690
Copyist (limited)	870					1						871
Total	2,510	67	129	174	219	158	145	247	361	179	372	4,561
MINOR POSITIONS, MECHANICAL IN CHARACTER.												
Apprentice	7	6	11	12	27	20	17	21	35	45	83	290
Assistant electrotyper								1				1
Assistant engineer	12	8	3				5	11	2	7	7	55
Assistant photographer								1	6	3	1	11
Assistant steam engineer and electrician										2		2
Assistant telephone operator								6	3	3		12
Blacksmith		4	6									10
Blueprinter								1	3			4
Bookbinder		1			1		1		2		1	6
Carpenter	10	5	7									22
Compositor	29	3	2		1	1	6		7		4	53
Dynamo tender		4	7				4	1	1		7	24
Electrician-elevator conductor										1	17	18
Engineer (first class)			2	3								5
Engineer	6	7	24			8	4		1	4	1	55
Expert map mounter								1				1
Foreman										4	11	15

TABLE 9.—*Showing the number of appointments made from the different kinds of educational examinations to the Departmental Service, exclusive of the Railway Mail and Indian services, from July 16, 1883, to June 30, 1897, and in each subsequent year to June 30, 1907*—Continued.

Kind of examination.	1884 to 1897, inclusive.	1898.	1899.	1900.	1901.	1902.	1903.	1904.	1905.	1906.	1907.	Total.
MINOR POSITIONS, MECHANICAL IN CHARACTER—continued.												
Lead burner										1		1
Lithographer										1		1
Machinist	4	5	4	1						1		15
Map printer	2	1	2			1					1	7
Mechanical engineer	4	1			2							7
Pipe fitter										2		2
Plumber	1	6										7
Pressman	10	5	4	1		5	25		4		8	62
Sailmaker		6	1									7
Skilled mechanic								3				3
Skilled woodworker								1				1
Tool maker		5										5
Wireman		6	4							1	1	12
Total	85	73	77	17	31	41	62	47	64	75	142	714
MINOR POSITIONS.												
Aid in seed testing									5			5
Attendant, Government Hospital for the Insane	5	77										82
Assistant microscopist		171	17			7						195
Captain of the watch	9										1	10
Chinese watchman								66	9			75
Elevator conductor	13	3	26	5	3	5	17	15	13	19	17	136
Farm superintendent								1				1
Farrier								1				1
Fireman	13	49	71									133
Fireman-watchman	52	8	11									71
Forage master									4		1	5
Foreman of laborers										1		1
Foreman of stables											2	2
Foreman packer									2			2
Forest ranger										246	290	536
Guard			11	14	6	41	22	39	27	27	11	198
Instrument maker		1		1		2		2		1		7
Janitor	25	38	24							1		88
Janitor and fireman		5	1							1		7
Laboratory aid, apprentice, and helper								5	17	26	25	73
Lieutenant of the watch									1			1
Lithographer's assistant									1			1
Magazine attendant					10	5	9	6	3	3	12	48
Matron	1		1			3	1	6	5	5	7	32
Messenger boy	33	19	58	73	77	95	128	173	252	248	307	1,463
Model attendant	12											12
Nurse, Freedman's Hospital	1	14										15
Opener and packer									1			1
Printer's assistant and skilled laborer (female)	1,027	162	183	311	222	396	168	367	284	280	408	3,898
Special laborer	1				1		3					5
Stock examiner	22	1				1			20		37	81
Tagger	78	36	57	30	42	50	84	110	82	25	276	870
Telephone operator					1		1				11	13
Wagon master									1			1
Watchman, messenger, and skilled laborer	67	67	67	66	69	105	141	144	141	336	333	1,536
Total	1,359	651	527	500	431	710	574	938	868	1,219	1,828	9,605
Grand total	6,163	1,134	1,269	1,327	1,401	1,768	2,140	2,845	2,956	3,107	5,614	29,724
Number of appointments from examinations not shown in the above table from which 1 to 4 appointments have been made, and none for the past three years												478
Grand total												30,202

TABLE 10.—*Showing changes in the Departmental and Government Printing services during the year ended June 30, 1907.*

[Changes in other branches of the service are shown in Tables 12, 15, and 16, and all changes in the service are summarized in Table 17.]

Department and subdivision of the service.	Appointments.									
	Competitive positions.							Excepted and non-competitive positions.	Unclassified positions.	Grand total.
	Through examination.	By reinstatement and re-employment.		By transfer.	Temporary.	By change in status of positions.	Total.			
		Soldiers, sailors, etc.	Civilians.							
IN WASHINGTON, D. C.[a]										
Department of State	11		1	12	8		32	23	2	57
Treasury Department	937	6	177	125	401		1,646	9	97	1,752
War Department	206	3	13	21	191		434	49	119	602
Navy Department	119		18	3	51		191	3	1	195
Post-Office Department	120	1	13	77	103		314	1	19	334
Department of the Interior	437	3	33	68	143		684	15	124	823
Government Hospital for the Insane	293		56	1	150		500			500
Freedmen's Hospital	2				1		3		75	78
Superintendent United States Capitol and Grounds									1	1
Department of Justice	15		1	4	25		45	23	5	73
Department of Agriculture	400		5	44	314		763	50	130	943
Department of Commerce and Labor	110		15	25	167	12	329	15	10	354
Interstate Commerce Commission	80		2	5	15		102	4	12	118
Civil Service Commission	24		2	3	28		57			57
Smithsonian Institution and Bureaus	23				71		94		67	161
State, War and Navy Department building	12		1	3	13		29		8	37
Isthmian Canal Service	7	1		1	20		29	2		31
Total	2,796	14	337	392	1,701	12	5,252	194	670	6,116
OUTSIDE WASHINGTON, D. C.[b]										
Treasury Department:										
Supervising Architect at large	7		1		7		15			15
Custodian and janitor service	207		4	1	232		444		561	1,005
Mints and Assay offices	95		98	3	127		323	2	7	332
Subtreasury service[c]	31		1		16		48			48
Public Health and Marine-Hospital Service	619		32		850		1,501	415	84	2,000
Life-Saving Service	257	1	69		637		964			964
Special Agents' Division[d]					1		1	11		12
Board of General Appraisers[d]			1	1	4		6			6
War Department:										
Quartermaster's Department at large	354	7	32	33	1,533		1,959	36	355	2,350
Ordnance Department at large	628		172		118		918	2	708	1,628
Engineer Department at large[c]	2,025		2,346	2	5,872	29	10,274			10,274
Miscellaneous[e]	65		3		4	4	76			76
Navy Department: Navy-yards, naval stations, etc., including service under Rule III, section 2	380	1	25	3	148		557			557
Post-Office Department: Railway Mail Service	1,519		130	60	472		2,181	50		2,231
Department of the Interior:										
Land Service	68		9	9	164		250	8	30	288
Pension Agency Service	25		1	2	837		865			865
Indian School Service	336	1	128	2	609		1,076	309	72	1,457

[a] It was not possible to make absolute distinction between employees serving in Washington, D. C., and elsewhere in all cases. Under the Post-Office Department are included changes in the post-office inspection service and changes in division headquarters of the rural free delivery service. Under the Department of Commerce and Labor in Washington, D. C., are included all of the changes in the Coast and Geodetic Survey, the majority of the employees of which are employed a part of the time in Washington, D. C.

[b] Includes all bureau employees of field services although actually located in Washington, D. C.

[c] Changes in unclassified service not reported.

[d] Included under Treasury Department in Washington, D. C., in Table 19.

[e] The appointments through examination were made in the Philippines division from registers of *Philippine* Bureau of Civil Service.

TABLE 10.—*Showing changes in the Departmental and Government Printing services during the year ended June 30, 1907*—Continued.

Department and subdivision of the service.	Appointments.									
	Competitive positions.							Excepted and non-competitive positions.	Unclassified positions.	Grand total.
	Through examination.	By reinstatement and re-employment.		By transfer.	Temporary.	By change in status of positions.	Total.			
		Soldiers, sailors, etc.	Civilians							
OUTSIDE WASHINGTON, D. C.—CON.										
Department of the Interior—Con.										
Indian Agency Service	57	.....	17	6	134	.....	214	254	108	576
Reclamation Service	742	.....	.....	.....	.....	.....	742	.....	.....	742
Department of Justice	25	.....	4	10	3	.....	42	283	.....	325
Department of Agriculture	2,074	1	44	9	[a] 392	.....	2,520	1,418	155	3,993
Department of Commerce and Labor: [b]										
Light-House Service	360	.....	19	3	261	.....	652	1,482	.....	2,134
Immigration Service	152	1	14	13	[c] 92	.....	272	64	43	379
Steamboat-Inspection Service	24	.....	.....	1	2	.....	27	.....	.....	27
Navigation Service	10	1	.....	1	5	.....	17	1	.....	18
Bureau of Fisheries	26	.....	.....	.....	[d] 24	.....	50	2	10	62
Bureau of the Census	.....	.....	.....	.....	.....	.....	.....	.....	980	980
Isthmian Canal Service [e]	308	.....	22	49	37	.....	416	.....	.....	416
Total	10,403	13	3,172	208	12,581	33	26,410	4,337	3,013	33,760
Grand total	13,199	27	3,509	600	14,282	45	31,662	4,531	3,683	39,876
IN WASHINGTON, D. C.										
Government Printing Office	116	.....	25	4	[f] 646	.....	791	.....	113	904

[a] There were other temporary appointments for short periods as follows: Forest Service, 1,883; experiment stations, 388; Weather Bureau, 373; Bureau of Plant Industry, 388; Bureau of Entomology, 3,208; and Bureau of Animal Industry, 31. These employments were either for mere laborer's work or excepted under Schedule A, those in the Forest Service under Schedule A, Subdivision VII, par. 3, and in other bureaus, under Schedule A, Subdivision I, par. 12. Each employment was for a brief period and many persons were employed several times.

[b] Includes all bureau employees of field services although actually located in Washington, D. C.

[c] In addition 436 interpreters, watchmen, and guards were employed under emergency for very brief periods.

[d] In addition 2,837 temporary employments were made under Schedule A, Subdivision IX, par. 1. The reports were made monthly and showed all such employments made or continuing during the month, so that each person employed was counted for each month during which employed.

[e] Changes in mechanical and laboring forces not reported. On June 26, 1907, the force actually working on the canal was 23,807, and for the Panama Railroad, 5,508. The total number of employees on the pay rolls of the Canal Commission and the Panama Railroad Company during the month of June, 1907, was 38,298, which represents the number of persons which were supplied with quarters and subsistence.

[f] About 450 of these appointments were made from the registers of eligibles.

TABLE 10.—*Showing changes in the Departmental and Government Printing services during the year ended June 30, 1908*—Continued.

Department and subdivision of the service.	Separations.											
	Competitive positions.									Excepted and noncompetitive positions.	Unclassified positions.	Grand total.
	Removed.	Resigned.	Died.	Probationers dropped.	Furloughed, laid off, or suspended.	By transfer.	Temporary.	Temporary appointees provisionally appointed.	Total.			
IN WASHINGTON, D. C.[a]												
Department of State	.....	4	5	.....	.....	3	1	.....	13	.....	.....	13
Treasury Department	98	566	63	4	.....	4	284	.....	1,019	4	73	1,096
War Department	16	146	34	4	1	19	139	.....	359	37	93	489
Navy Department	6	112	3	1	.....	32	21	.....	175	2	1	178
Post-Office Department	61	155	18	21	.....	30	60	.....	345	.....	7	352
Department of the Interior	67	328	61	.....	2	53	116	.....	627	4	52	683
Government Hospital for the Insane	139	183	1	.....	28	2	14	130	497	.....	11	508
Freedmen's Hospital	1	.....	.....	.....	.....	.....	.....	.....	1	.....	75	76
Superintendent United States Capitol and Grounds	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Department of Justice	3	5	.....	.....	.....	2	16	.....	26	14	5	45
Department of Agriculture	61	106	9	.....	.....	6	277	.....	459	30	162	651
Department of Commerce and Labor	21	92	5	.....	1	31	129	.....	279	6	10	295
Interstate Commerce Commission	1	9	2	.....	.....	.....	19	.....	31	.....	6	37
Civil Service Commission	6	17	.....	.....	.....	9	22	.....	54	.....	.....	54
Smithsonian Institution and Bureaus	1	6	2	1	.....	3	68	.....	81	.....	59	140
State, War and Navy Department building	10	14	1	1	.....	3	3	.....	32	.....	8	40
Isthmian Canal Service	1	13	.....	.....	.....	10	16	.....	40	1	.....	41
Total	492	1,756	204	32	32	207	1,185	130	4,038	98	562	4,698
OUTSIDE WASHINGTON, D. C.[b]												
Treasury Department:												
Supervising Architect at large	8	6	1	.....	.....	.....	4	.....	19	.....	.....	19
Custodian and janitor service	38	95	21	.....	.....	.....	126	.....	280	.....	382	662
Mints and Assay offices	32	33	9	.....	43	3	121	.....	241	4	10	255
Subtreasury Service[c]	6	18	4	.....	.....	.....	8	.....	36	.....	.....	36
Public Health and Marine-Hospital Service	29	525	2	.....	.....	1	842	.....	1,399	237	75	1,711
Life-Saving Service	352	7	3	19	.....	.....	621	.....	1,002	.....	.....	1,002
Special Agents' Division[d]	.....	4	2	.....	.....	.....	1	.....	7	9	.....	16
Board of General Appraisers[d]	1	3	.....	.....	.....	.....	.....	.....	4	.....	.....	4
War Department:												
Quartermaster's Department at large	72	240	23	.....	.....	9	1,409	.....	1,753	31	192	1,982
Ordnance Department at large	223	243	30	.....	722	6	114	.....	1,338	.....	888	2,226
Engineer Department at large[c]	58	429	30	.....	3,449	8	5,945	1	9,920	.....	.....	9,920
Miscellaneous[c]	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	1
Navy Department: Navy-yards, naval stations, etc., including service under Rule III, section 2	29	313	10	.....	.....	10	163	1	526	.....	.....	526
Post-Office Department: Railway Mail Service	135	724	96	.....	.....	5	465	.....	1,425	37	.....	1,462
Department of the Interior:												
Land Service	5	45	3	.....	.....	4	145	.....	202	2	29	233
Pension Agency Service	1	30	4	.....	.....	1	826	1	863	.....	.....	863

[a] It was not possible to make absolute distinction between employees serving in Washington, D. C., and elsewhere in all cases. Under the Post-Office Department are included changes in the post-office inspection service and changes in division headquarters of the rural free delivery service. Under the Department of Commerce and Labor in Washington, D. C., are included all of the changes in the Coast and Geodetic Survey, the majority of the employees of which are employed a part of the time in Washington, D. C.

[b] Includes all bureau employees of field services although actually located in Washington, D. C.

[c] Changes in unclassified service not reported.

[d] Included under Treasury Department in Washington, D. C., in Table 19.

[e] *The appointments through* examination were made in the Philippines division from registers of *Philippine Bureau of Civil Service.*

TABLE 10.—*Showing changes in the Departmental and Government Printing services during the year ended June 30, 1907*—Continued.

Department and subdivision of the service.	Separations.											
	Competitive positions.									Excepted and noncompetitive positions.	Unclassified positions.	Grand total.
	Removed.	Resigned.	Died.	Probationers dropped.	Furloughed, laid off or suspended.	By transfer.	Temporary.	Temporary appointees probationally appointed.	Total.			
OUTSIDE WASHINGTON, D. C.—CON.												
Department of the Interior—Con.												
Indian School Service	4	460	5			8	581		1,058	285	61	1,404
Indian Agency Service	7	87	1	1		2	109	3	210	258	91	559
Reclamation Service	55	177	2		25				259			259
Department of Justice	2	25					2		29	114		143
Department of Agriculture	190	383	30			2	238		843	713	78	1,634
Department of Commerce and Labor: [a]												
Light-House Service	121	265	31		1	2	231	5	656	1,272		1,928
Immigration Service	12	67	13	1		9	78		180	80	22	282
Steamboat-Inspection Service	1	7	2						10			10
Navigation Service	1	4	1			1	6		13		1	14
Bureau of Fisheries	4	10	2			3	18		37	1	12	50
Bureau of the Census										116	116	116
Isthmian Canal Service [b]	90	142	1			8	12	1	254			254
Total	1,476	4,348	326	21	4,240	82	12,095	12	22,570	3,043	1,958	27,571
Grand total	1,908	6,104	530	53	4,272	289	13,250	142	26,608	3,141	2,520	32,269
IN WASHINGTON, D. C.												
Government Printing Office	499	247	40	41		9	529		1,365		74	1,439

[a] Includes all bureau employees of field services although actually located in Washington, D. C.

[b] Changes in mechanical and laboring forces not reported. On June 16, 1907, the force actually working on the canal was 23,807, and for the Panama Railroad, 5,508. The total number of employees on the pay rolls of the Canal Commission and the Panama Railroad Company during the month of June, 1907, was 38,298, which represents the number of persons which were supplied with quarters and subsistence.

RAILWAY MAIL SERVICE.

TABLE 11.—*Showing changes in the substitute force of the Railway Mail Service during the year ended June 30, 1907.*

Number on roll June 30, 1906		1,225
Appointments:		
Through examination and certification	[a] 2,371	
By transfer	84	
By reinstatement	50	
		2,505
Total		3,730
Separations:		
Removed	37	
Resigned	365	
Declined	312	
Died	11	
Canceled	8	
Transferred	51	
Permanently appointed	1,531	
		2,315
Remained on rolls, June 30, 1907		1,415

[a] Number of persons selected, 312 of whom declined, and 8 of whose appoint were canceled.

POST-OFFICE SERVICE.

TABLE 12.—*Showing changes for the fiscal year ended June 30, 1907, in the post-offices of cities having a population of 75,000 or over; also total number of changes in all other classified post-offices.*

[Changes in other branches of the service are shown in Tables 10, 15, and 16, and all changes are summarized in Table 17.]

Post-office.	Appointments.												
	Competitive positions.										Excepted and noncompetitive positions.	Unclassified positions.	Grand total.
	Through examination.				By reinstatement and reemployment.								
	Clerks.		Carriers.	Total.	Soldiers, sailors, etc.	Civilians.	By transfer.	Temporary.	By change in status of positions.	Total.			
	Male.	Female.											
Albany, N. Y.	26	1	2	29	.....	.....	.....	11	1	41	4	1	46
Allegheny, Pa.	8	1	7	16	.....	.....	.....	.....	.....	16	12	.....	28
Atlanta, Ga.	[a] 45	2	26	73	.....	4	8	59	2	146	7	.....	153
Baltimore, Md.	45	2	46	93	.....	.....	1	.....	.....	94	17	1	112
Boston, Mass.	[b] 93	.....	75	168	.....	9	[c] 42	101	9	329	31	3	363
Bridgeport, Conn.	.....	2	11	13	.....	2	2	.....	1	18	1	.....	19
Brooklyn, N. Y.	115	.....	134	249	.....	7	11	.....	1	268	28	9	305
Buffalo, N. Y.	49	.....	26	75	.....	2	3	.....	3	83	13	2	98
Camden, N. J.	1	.....	3	4	.....	.....	.....	.....	1	5	1	.....	6
Chicago, Ill.	601	24	311	936	6	114	23	1,014	5	2,098	60	62	2,220
Cincinnati, Ohio.	46	.....	9	55	.....	2	5	17	2	81	9	1	91
Cleveland, Ohio.	50	.....	32	82	.....	4	5	.....	1	92	7	2	101
Columbus, Ohio.	[d] 21	.....	11	32	.....	2	.....	.....	.....	34	1	3	38
Dallas, Tex.	17	3	15	35	.....	2	1	18	.....	56	3	2	61
Dayton, Ohio.	6	.....	6	12	.....	.....	.....	.....	1	13	4	.....	17
Denver, Colo.	20	1	26	47	.....	2	14	85	2	150	9	2	161
Des Moines, Iowa.	13	.....	2	15	.....	.....	.....	.....	.....	15	4	.....	19
Detroit, Mich.	54	.....	33	87	.....	2	1	45	.....	135	7	.....	142
Fall River, Mass.	5	.....	6	11	.....	.....	.....	.....	.....	11	2	.....	13
Grand Rapids, Mich.	11	1	7	19	.....	.....	3	.....	.....	22	2	1	25
Hartford, Conn.	6	.....	7	13	.....	.....	.....	3	.....	16	2	1	19
Indianapolis, Ind.	22	.....	16	38	.....	.....	1	52	.....	91	17	2	110
Jersey City, N. J.	3	.....	12	15	.....	.....	.....	55	.....	70	3	.....	73
Kansas City, Kans.	8	.....	3	11	.....	.....	.....	10	.....	21	8	.....	29
Kansas City, Mo.	58	.....	18	76	.....	5	3	89	1	174	10	3	187
Lawrence, Mass.	6	.....	12	18	.....	.....	.....	1	.....	19	5	.....	24
Los Angeles, Cal.	90	.....	50	140	.....	12	19	182	.....	353	26	6	385
Louisville, Ky.	25	1	45	71	.....	3	1	.....	.....	75	13	1	89
Lowell, Mass.	3	.....	12	15	.....	.....	.....	.....	.....	15	1	.....	16
Lynn, Mass.	6	.....	5	11	.....	.....	.....	.....	.....	11	3	.....	14
Memphis, Tenn.	19	2	16	37	.....	1	1	26	.....	65	9	.....	74
Milwaukee, Wis.	40	.....	35	75	.....	.....	1	33	.....	109	2	4	115
Minneapolis, Minn.	20	.....	25	45	.....	.....	1	54	.....	100	8	.....	108
Nashville, Tenn.	13	.....	7	20	.....	.....	2	16	.....	38	5	2	45
Newark, N. J.	27	.....	30	57	.....	.....	.....	.....	.....	57	14	1	72
New Bedford, Mass.	5	.....	10	15	.....	.....	.....	.....	.....	15	2	.....	17
New Haven, Conn.	8	.....	14	22	.....	1	.....	.....	.....	23	6	.....	29
New Orleans, La.	25	1	19	45	.....	1	.....	26	.....	72	8	.....	80
New York, N. Y.	582	.....	374	956	.....	54	15	1	.....	1,026	59	74	1,159
Oakland, Cal.	41	17	46	104	.....	3	13	225	1	346	8	.....	354
Omaha, Nebr.	24	1	8	33	.....	2	3	.....	.....	38	1	3	42
Paterson, N. J.	6	.....	6	12	.....	.....	1	.....	.....	13	2	.....	15
Philadelphia, Pa.	130	1	82	213	1	17	5	.....	5	241	14	2	257
Pittsburg, Pa.	76	.....	46	122	.....	11	2	78	4	217	16	1	234
Portland, Oreg.	42	2	25	69	.....	4	4	.....	.....	77	8	.....	85
Providence, R. I.	13	.....	33	46	.....	1	1	.....	.....	48	3	.....	51
Reading, Pa.	7	.....	10	17	.....	.....	.....	.....	.....	17	3	.....	20
Richmond, Va.	8	.....	14	22	.....	.....	.....	3	.....	25	2	.....	27
Rochester, N. Y.	10	.....	15	25	.....	1	1	.....	1	28	6	2	36
St. Joseph, Mo.	6	1	4	11	.....	1	3	.....	.....	15	.....	1	16
St. Louis, Mo.	[e] 138	.....	52	190	1	8	11	26	1	237	19	7	263
St. Paul, Minn.	12	3	15	30	.....	.....	1	25	2	58	6	13	77
San Francisco, Cal.	83	4	30	117	.....	3	4	293	4	421	41	21	483
Scranton, Pa.	2	.....	8	10	.....	.....	.....	.....	.....	10	.....	.....	10

[a] Including 1 messenger from departmental register.
[b] Including 1 carpenter from register for Engineer Department at Large.
[c] Including transfers by consolidation of Medford, Mass.
[d] Including 1 cashier from stenographer and typewriter register.
[e] Including 1 printer from compositor register.

TABLE 12.—*Showing changes for the fiscal year ended June 30, 1907, in the post-offices of cities having a population of 75,000 or over; also total number of changes in all other classified post-offices*—Continued.

Post-office.	Appointments.												
	Competitive positions.												
	Through examination.				By reinstatement and reemployment.		By transfer.	Temporary.	By change in status of positions.	Total.	Excepted and noncompetitive positions.	Unclassified positions.	Grand total.
	Clerks.		Carriers.	Total.	Soldiers, sailors, etc.	Civilians.							
	Male.	Female.											
Seattle, Wash	70	4	31	105	.....	9	6	81	....	201	20	2	223
Spokane, Wash	22	....	12	34	.....	3	1	25	....	63	2	3	68
Springfield, Mass	13	....	8	21	.....	5	3	3	....	32	2	4	38
Syracuse, N. Y	9	....	7	16	.....	.....	.....	110	....	126	4	....	130
Toledo, Ohio	17	....	12	29	.....	.....	1	.....	....	30	9	2	41
Trenton, N. J	1	....	1	2	.....	.....	.....	.....	....	2	3	....	5
Troy, N. Y	7	....	5	12	.....	1	1	3	....	17	5	....	22
Washington, D. C	[a] 60	....	41	101	.....	4	9	.....	9	123	10	6	139
Wilmington, Del	5	....	12	17	.....	1	.....	.....	....	18	3	....	21
Worcester, Mass	7	....	4	11	.....	.....	.....	.....	....	11	5	....	16
Total	3,001	74	2,025	5,100	8	303	233	2,770	57	8,471	615	250	9,336
Other offices	1,520	250	1,964	3,734	3	127	125	2,378	204	6,571	599	36	7,206
Grand total	4,521	324	3,989	8,834	11	430	358	[b] 5,148	261	15,042	1,214	286	16,542

Post-office.	Separations.							
	Competitive positions.							
	Removed.	Resigned.	Died.	Probationers dropped.	By transfer.	Temporary.	Temporary appointees probationally appointed.	Total.
Albany, N. Y	2	7	2	.....	.....	9	2	22
Allegheny, Pa	1	6	.....	1	.....	.....	.....	8
Atlanta, Ga	6	43	2	1	5	58	.....	115
Baltimore, Md	7	41	8	.....	1	.....	.....	57
Boston, Mass	9	61	26	.....	5	101	.....	202
Bridgeport, Conn	.....	3	1	.....	2	.....	.....	6
Brooklyn, N. Y	27	78	16	1	5	.....	.....	127
Buffalo, N. Y	5	32	5	.....	2	.....	.....	44
Camden, N. J	3	.....	.....	.....	.....	.....	.....	3
Chicago, Ill	51	593	39	34	21	735	91	1,564
Cincinnati, Ohio	4	17	5	.....	5	17	.....	48
Cleveland, Ohio	4	40	2	.....	2	.....	.....	48
Columbus, Ohio	2	8	2	.....	.....	.....	.....	12
Dallas, Tex	1	27	.....	3	.....	16	2	49
Dayton, Ohio	.....	3	.....	.....	.....	.....	.....	3
Denver, Colo	5	18	2	1	12	85	.....	123
Des Moines, Iowa	.....	8	1	.....	.....	.....	.....	9
Detroit, Mich	5	24	1	.....	.....	45	.....	75
Fall River, Mass	.....	2	.....	.....	.....	.....	.....	2
Grand Rapids, Mich	.....	10	.....	.....	2	.....	.....	12
Hartford, Conn	1	5	.....	.....	.....	3	.....	9
Indianapolis, Ind	.....	20	3	1	3	52	.....	79
Jersey City, N. J	2	6	2	.....	.....	55	.....	65
Kansas City, Kans	2	5	.....	.....	.....	10	.....	17
Kansas City, Mo	1	27	.....	.....	3	89	.....	120
Lawrence, Mass	1	2	1	.....	.....	.....	1	5
Los Angeles, Cal	5	56	.....	.....	7	176	23	267

[a] Including 1 stenographer and typewriter from departmental register.
[b] Of which 440 were from the register.

TABLE 12.—*Showing changes for the fiscal year ended June 30, 1907, in the post-offices of cities having a population of 75,000 or over; also total number of changes in all other classified post-offices*—Continued.

Post-office.	Separations. Competitive positions. Removed.	Resigned.	Died.	Probationers dropped.	By transfer.	Temporary.	Temporary appointees probationally appointed.	Total.
Louisville, Ky	6	19	6					31
Lowell, Mass	1	2	1					4
Lynn, Mass	1	3						4
Memphis, Tenn	2	17			2	23	3	47
Milwaukee, Wis	1	25	7			33		66
Minneapolis, Minn	1	16	2		2	54		75
Nashville, Tenn	4	6	2			13	1	26
Newark, N. J	5	23	4					32
New Bedford, Mass		3						3
New Haven, Conn	3	7	1					11
New Orleans, La	5	30	2			17	9	63
New York, N. Y	68	415	47		20	1		551
Oakland, Cal		39	1	1	2	138	45	226
Omaha, Nebr	1	15			2			18
Paterson, N. J		1	1		1			3
Philadelphia, Pa	19	100	33		6			158
Pittsburg, Pa	8	63	3		2	78		154
Portland, Oreg	7	46			1			54
Providence, R. I	2	7	3					12
Reading, Pa	2	5						7
Richmond, Va	1	4				3		8
Rochester, N. Y		4			2			6
St. Joseph, Mo		8			2			10
St. Louis, Mo	26	103	3	6	9	26		173
St. Paul, Minn	3	13			2	25		43
San Francisco, Cal	14	73	4	1	11	268	11	382
Scranton, Pa		5			1			6
Seattle, Wash	2	48	3		4	75	6	138
Spokane, Wash		21		1	1	25		48
Springfield, Mass	1	10	1		2	3		17
Syracuse, N. Y	1	3				110		114
Toledo, Ohio	4	6	3		3			16
Trenton, N. J		2						2
Troy, N. Y	3	5	1		1	3		13
Washington, D. C	17	54	7	1	7			86
Wilmington, Del	1	3	1					5
Worcester, Mass		4						4
Total	353	2,350	254	52	158	2,346	194	5,707
Other offices	224	1,872	81	15	176	1,746	360	4,464
Grand total	577	4,212	335	67	334	4,092	554	10,171

Post-office.	Separations. Excepted and noncompetitive positions. Removed.	Resigned.	Died.	By change in status of positions.	Total.	Unclassified positions. Removed.	Resigned.	Died.	By change in status of positions.	Total.	Grand total.
Albany, N. Y		3		1	4		1			1	27
Allegheny, Pa	2	7			9						17
Atlanta, Ga	1	8		2	11						126
Baltimore, Md	1	15			16			1		1	74

TABLE 12.—*Showing changes for the fiscal year ended June 30, 1907, in the post-offices of cities having a population of 75,000 or over; also total number of changes in all other classified post-offices*—Continued.

Post-office.	Separations.										Grand total.
	Excepted and noncompetitive positions.					Unclassified positions.					
	Removed.	Resigned.	Died.	By change in status of positions.	Total.	Removed.	Resigned.	Died.	By change in status of positions.	Total.	
Boston, Mass.	2	23	1	3	29	2	2	.....	6	10	241
Bridgeport, Conn.	.....	.....	.....	1	1	.....	.....	.....	.....	.....	7
Brooklyn, N. Y.	13	14	.....	1	28	6	2	.....	.....	8	163
Buffalo, N. Y.	1	11	.....	3	15	.....	1	1	.....	2	61
Camden, N. J.	.....	2	.....	1	3	.....	.....	.....	.....	.....	6
Chicago, Ill.	5	32	2	2	41	1	18	2	3	24	1,629
Cincinnati, Ohio	1	9	.....	2	12	.....	1	.....	.....	1	61
Cleveland, Ohio	3	2	.....	1	6	1	1	1	.....	3	57
Columbus, Ohio	.....	1	.....	.....	1	.....	.....	.....	.....	.....	13
Dallas, Tex.	.....	1	.....	.....	1	.....	1	.....	.....	1	51
Dayton, Ohio	.....	3	.....	1	4	.....	.....	.....	.....	.....	7
Denver, Colo.	1	8	.....	2	11	.....	1	.....	.....	1	135
Des Moines, Iowa	.....	5	1	.....	6	.....	.....	.....	.....	.....	15
Detroit, Mich.	.....	4	1	.....	5	.....	.....	.....	.....	.....	80
Fall River, Mass.	1	.....	.....	.....	1	.....	.....	.....	.....	.....	3
Grand Rapids, Mich.	.....	2	.....	.....	2	.....	3	.....	.....	3	17
Hartford, Conn.	.....	1	.....	.....	1	.....	.....	2	.....	2	12
Indianapolis, Ind.	1	3	1	.....	5	.....	3	.....	.....	3	87
Jersey City, N. J.	.....	2	.....	.....	2	.....	.....	.....	.....	.....	67
Kansas City, Kans.	1	4	.....	.....	5	.....	1	.....	.....	1	23
Kansas City, Mo.	.....	4	1	.....	5	.....	5	.....	.....	5	130
Lawrence, Mass.	.....	1	.....	.....	1	.....	.....	1	.....	1	7
Los Angeles, Cal.	1	17	.....	.....	18	1	1	.....	.....	2	287
Louisville, Ky.	.....	6	.....	.....	6	2	.....	1	.....	3	40
Lowell, Mass.	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	4
Lynn, Mass.	.....	2	.....	.....	2	.....	.....	.....	.....	.....	6
Memphis, Tenn.	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	47
Milwaukee, Wis.	1	2	.....	.....	3	.....	1	.....	.....	1	70
Minneapolis, Minn.	1	6	.....	.....	7	.....	.....	.....	.....	.....	82
Nashville, Tenn.	2	1	.....	.....	3	.....	1	.....	.....	1	30
Newark, N. J.	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	52
New Bedford, Mass.	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	3
New Haven, Conn.	2	1	.....	.....	3	.....	.....	.....	.....	.....	14
New Orleans, La.	2	3	.....	.....	5	.....	.....	.....	.....	.....	68
New York, N. Y.	7	42	4	.....	53	9	15	.....	.....	24	628
Oakland, Cal.	2	7	.....	.....	9	.....	.....	.....	.....	.....	235
Omaha, Nebr.	.....	1	.....	.....	1	.....	1	.....	.....	1	20
Paterson, N. J.	.....	2	.....	.....	2	.....	.....	.....	.....	.....	5
Philadelphia, Pa.	21	10	1	.....	32	1	5	1	5	12	202
Pittsburg, Pa.	1	7	.....	.....	8	.....	1	.....	.....	1	163
Portland, Oreg.	.....	2	.....	.....	2	.....	.....	.....	.....	.....	56
Providence, R. I.	.....	2	.....	.....	2	.....	.....	.....	.....	.....	14
Reading, Pa.	.....	2	.....	.....	2	.....	.....	.....	.....	.....	9
Richmond, Va.	.....	1	.....	.....	1	.....	.....	.....	.....	.....	9
Rochester, N. Y.	.....	4	.....	1	5	.....	1	.....	.....	1	12
St. Joseph, Mo.	.....	.....	.....	.....	.....	.....	.....	1	.....	1	11
St. Louis, Mo.	14	20	2	.....	36	2	4	.....	1	7	216
St. Paul, Minn.	.....	6	.....	2	8	5	2	1	.....	8	59
San Francisco, Cal.	1	28	1	4	34	4	16	.....	.....	20	436
Scranton, Pa.	.....	2	.....	.....	2	.....	.....	.....	.....	.....	8
Seattle, Wash.	.....	17	.....	.....	17	1	1	.....	.....	2	157
Spokane, Wash.	.....	1	.....	.....	1	.....	3	.....	.....	3	52
Springfield, Mass.	.....	2	.....	.....	2	.....	2	.....	.....	2	21
Syracuse, N. Y.	.....	3	.....	.....	3	.....	.....	.....	.....	.....	117
Toledo, Ohio	.....	4	.....	.....	4	.....	2	.....	.....	2	22
Trenton, N. J.	1	1	.....	.....	2	.....	.....	.....	.....	.....	4
Troy, N. Y.	.....	3	.....	.....	3	.....	.....	.....	.....	.....	16
Washington, D. C.	1	4	.....	.....	5	2	4	.....	.....	6	97
Wilmington, Del.	.....	1	.....	.....	1	.....	.....	.....	.....	.....	6
Worcester, Mass.	.....	2	.....	.....	2	.....	.....	.....	.....	.....	6
Total	90	377	15	27	509	37	100	12	15	164	6,380
Other offices	82	275	16	10	383	8	19	3	.....	30	4,877
Grand total	172	652	31	37	892	45	119	15	15	194	11,257

TABLE 13.—*Showing the number of clerks and substitute clerks, carriers and substitute carriers, and the number of excepted and unclassified positions in seven of the largest post-offices at the close of the fiscal year, June 30, 1907.*

Post-office.	Competitive.							Excepted.	Unclassified.	Grand total.
	Clerks.	Substitute clerks.	Total clerical force.	Carriers.	Substitute carriers.	Total carrier force.	Total competitive.			
New York	3,733	187	3,920	2,132	537	2,669	6,589	226	196	7,011
Chicago	3,001	.....	3,001	1,744	433	2,177	5,178	268	162	5,608
Boston	1,162	147	1,309	1,104	357	1,461	2,770	137	58	2,965
Philadelphia	1,204	62	1,266	1,168	231	1,399	2,665	163	77	2,905
Brooklyn	494	41	535	906	183	1,089	1,624	145	35	1,804
St. Louis	818	62	880	626	83	709	1,589	140	42	1,771
Baltimore	358	21	379	392	71	463	842	164	22	1,028

TABLE 14.—*Showing number and percentage of separations from seven of the largest post-offices.*

Post-office and period.	Competitive.								Excepted and unclassified.		Aggregate.	Per cent of whole number of employees.
	Removed.		Resigned.		Died.		Total.		Total.			
	Number.	Per cent of force.	Number.	Per cent of force.	Number.	Per cent of force.	Number.	Per cent of force.	Number.	Per cent of force.		
New York:												
July, 1896, to June, 1897	57	1.67	65	2.0	35	1.0	157	4.67	32	10.0	189	5.2
July, 1897, to June, 1898	69	2.0	64	2.0	43	1.3	176	5.3	27	9.0	203	5.6
July, 1898, to June, 1899	61	1.9	87	2.6	49	1.5	197	6.0	7	2.13	204	5.6
July, 1899, to June, 1900	68	2.0	89	2.6	47	1.3	204	6.0	10	3.25	214	5.6
July, 1900, to June, 1901	53	1.24	91	2.12	90	1.9	183	4.27	34	9.80	217	4.68
July, 1901, to June, 1902	47	1.1	91	2.10	35	.9	173	4.1	1	.5	174	3.9
July, 1902, to June, 1903	161	4.0	121	3.0	47	1.2	329	8.2	14	4.5	343	7.0
July, 1903, to June, 1904	34	.7	142	2.9	31	.6	207	4.2	40	20.6	247	4.8
July, 1904, to June, 1905	58	1.01	160	2.8	48	.8	266	4.6	56	18.5	322	5.3
July, 1905, to June, 1906	74	1.18	339	5.4	51	.81	464	7.39	68	17.39	532	7.99
July, 1906, to June, 1907	68	1.03	415	6.3	47	.71	530	8.04	77	18.25	607	8.66
Chicago:												
July, 1896, to June, 1897	53	2.0	61	2.5	23	1.0	137	5.5	38	13.67	175	6.1
July, 1897, to June, 1898	32	1.5	92	3.3	18	.67	142	5.5	78	28.0	220	7.6
July, 1898, to June, 1899	36	1.4	95	3.6	19	.7	150	5.7	48	17.2	198	6.9
July, 1899, to June, 1900	42	1.5	183	6.0	22	.75	248	8.25	43	15.12	290	8.0
July, 1900, to June, 1901	52	1.6	197	6.0	51	1.56	300	9.2	125	41.39	425	11.65
July, 1901, to June, 1902	36	1.3	202	6.0	17	.65	255	7.95	59	27.0	314	8.0
July, 1902, to June, 1903	40	1.4	161	5.0	27	.9	228	7.3	25	15.0	253	6.6
July, 1903, to June, 1904	40	1.03	206	5.3	32	.8	278	7.13	40	13.0	318	7.6
July, 1904, to June, 1905	37	.8	267	6.0	23	.5	327	7.3	44	14.0	347	7.8
July, 1905, to June, 1906	109	2.17	614	12.22	35	.69	758	15.09	67	19.51	825	15.34
July, 1906, to June, 1907	51	.98	593	11.45	39	.75	683	13.19	65	15.12	748	13.34
Philadelphia:												
July, 1896, to June, 1897	33	2.0	14	1.0	18	1.0	65	4.0	20	10.0	85	4.9
July, 1897, to June, 1898	126	8.0	37	2.25	17	1.0	180	11.25	151	76.0	331	17.8
July, 1898, to June, 1899	48	3.3	55	3.6	12	.8	115	7.7	53	26.5	168	9.2
July, 1899, to June, 1900	50	3.5	50	3.5	24	1.5	124	8.5	22	11.0	146	8.0
July, 1900, to June, 1901	42	2.11	44	2.21	22	1.1	108	5.43	30	16.76	138	6.36
July, 1901, to June, 1902	32	1.6	42	2.11	17	.9	91	4.61	2	2.6	93	4.65
July, 1902, to June, 1903	32	1.6	62	3.2	25	1.5	119	6.3	36	18.0	155	7.0
July, 1903, to June, 1904	31	1.4	52	2.3	23	1.0	106	4.7	8	2.5	114	4.5
July, 1904, to June, 1905	22	.8	61	2.3	22	.8	105	3.9	24	10.0	129	4.4
July, 1905, to June, 1906	37	1.38	101	3.74	19	.7	157	5.82	26	11.4	183	6.25
July, 1906, to June, 1907	19	.71	100	3.75	33	1.24	152	5.70	44	18.33	196	6.75
Boston:												
July, 1896, to June, 1897	3	.2	14	1.0	14	1.0	31	2.2	24	16.17	55	3.6
July, 1897, to June, 1898	10	.75	28	2.0	13	1.0	51	3.75	40	27.0	91	6.0
July, 1898, to June, 1899	5	.4	15	1.1	13	1.0	33	2.5	51	47.17	84	5.5
July, 1899, to June, 1900	19	1.3	21	1.5	17	1.5	57	4.0	40	27.0	97	6.0
July, 1900, to June, 1901	21	1.3	15	.93	16	1.0	52	3.2	55	40.0	107	6.0
July, 1901, to June, 1902	12	.8	19	1.2	11	7.8	42	2.8	14	23.0	56	3.1
July, 1902, to June, 1903	33	2.2	34	2.2	14	.9	81	5.3	19	27.0	100	5.5
July, 1903, to June, 1904	16	.7	38	1.7	25	1.1	79	3.5	18	9.9	97	4.2
July, 1904, to June, 1905	16	.7	50	2.0	18	.7	84	3.4	22	11.0	106	4.0
July, 1905, to June, 1906	19	.69	60	2.18	18	.65	97	3.52	33	16.5	130	4.4
July, 1906, to June, 1907	9	.32	61	2.20	26	.94	96	3.47	39	20.0	135	4.55

TABLE 14.—*Showing number and percentage of separations from seven of the larger post-offices*—Continued.

Post-office and period.	Competitive.								Excepted and unclassified.		Aggregate.	Per cent of whole number of employees.
	Removed.		Resigned.		Died.		Total.		Total.			
	Number.	Per cent of force.	Number.	Per cent of force.	Number.	Per cent of force.	Number.	Per cent of force.	Number.	Per cent of force.		
Brooklyn:												
July, 1896, to June, 1897	10	1.1	15	1.5	8	0.8	33	3.5	37	20.75	70	6.9
July, 1897, to June, 1898	27	3.0	7	.7	9	1.0	43	4.7	131	73.0	154	14.3
July, 1898, to June, 1899	29	3.2	13	1.4	8	.8	50	5.5	41	23.0	91	8.3
July, 1899, to June, 1900	30	3.3	12	1.3	10	1.0	52	5.6	84	42.0	136	13.0
July, 1900, to June, 1901	15	1.33	23	2.04	14	1.24	52	4.62	41	43.16	93	7.62
July, 1901, to June, 1902	14	1.2	16	1.35	15	1.25	45	3.80	36	20.0	81	6.6
July, 1902, to June, 1903	6	.5	28	2.0	11	.9	45	3.4	31	16.0	76	6.2
July, 1903, to June, 1904	9	.7	21	1.7	11	.9	41	3.3	18	12.3	59	4.3
July, 1904, to June, 1905	10	.7	32	2.2	11	.8	53	3.7	19	14.1	72	4.6
July, 1905, to June, 1906	10	.63	51	3.22	11	.69	72	4.55	25	17.24	97	5.74
July, 1906, to June, 1907	27	1.66	78	4.80	16	.98	121	7.45	36	20.0	157	8.70
St. Louis:												
July, 1896, to June, 1897	16	2.0	24	3.5	2	.25	42	5.62	14	20.0	56	7.6
July, 1897, to June, 1898	6	.9	22	3.2	6	.9	34	5.0	43	61.0	77	10.6
July, 1898, to June, 1899	20	3.0	21	3.1	2	.3	43	6.4	4	5.7	47	6.3
July, 1899, to June, 1900	27	4.0	77	10.0	7	1.0	111	15.0	6	7.25	117	15.0
July, 1900, to June, 1901	22	2.28	71	7.38	3	.31	96	9.97	1	.73	97	8.83
July, 1901, to June, 1902	8	.8	37	4.0	4	.4	49	5.2	1	.7	50	4.5
July, 1902, to June, 1903	12	1.2	50	5.0	7	.7	69	6.9	35	42.0	104	10.0
July, 1903, to June, 1904	24	1.9	110	8.5	10	.8	144	11.2	72	42.6	216	14.7
July, 1904, to June, 1905	16	1.04	106	6.9	9	.6	131	8.5	95	69.3	226	13.5
July, 1905, to June, 1906	27	1.67	123	7.62	10	.62	160	9.92	46	39.0	206	11.9
July, 1906, to June, 1907	26	1.63	103	6.46	3	.18	132	8.28	43	23.63	175	9.85
Baltimore:												
July, 1896, to June, 1897	3	.5	6	1.0	6	1.0	15	2.5	11	8.2	26	3.6
July, 1897, to June, 1898	3	.5	5	.9	5	.9	13	2.3	6	4.8	19	2.8
July, 1898, to June, 1899	6	1.0	12	2.0	5	.9	23	3.9	27	21.6	60	8.8
July, 1899, to June, 1900	5	.8	9	1.5	9	1.5	23	3.8	25	17.8	48	7.0
July, 1900, to June, 1901	5	.77	15	2.3	7	1.07	27	4.1	28	54.0	55	7.8
July, 1901, to June, 1902	7	1.0	4	.6	6	.8	17	2.4	13	54.0	30	3.9
July, 1902, to June, 1903	3	.3	10	1.3	10	1.3	23	2.9	13	54.0	36	4.0
July, 1903, to June, 1904	5	.7	14	2.0	7	1.0	26	3.7	7	4.0	33	3.7
July, 1904, to June, 1905	10	1.3	20	2.6	6	.8	36	4.7	14	8.3	50	5.3
July, 1905, to June, 1906	8	.94	31	3.62	7	.82	46	5.38	28	16.66	74	7.23
July, 1906, to June, 1907	7	.83	41	4.87	8	.95	56	6.65	17	9.14	73	7.10

CUSTOMS SERVICE.

TABLE 15.—*Showing changes in the Customs Service at ports whose receipts are in excess of $500,000, and also the total number of changes at all other ports, for the fiscal year ended June 30, 1907.*

[Changes in other branches of the classified service are shown in Tables 10, 12, and 16, and all changes are summarized in Table 17.]

Port.	Appointments.										
	Competitive positions.								Excepted and noncompetitive positions.	Unclassified positions.	Grand total.
	Number of employees.[a]	Through examination.	By reinstatement and reemployment.		By transfer.	Temporary.	By change in status of positions.	Total.			
			Soldiers, sailors, etc.	Civilians.							
Baltimore, Md	188	11	.....	.....	2	2	10	25	.....	1	26
Boston, Mass	547	48	.....	2	3	.....	39	92	.....	.....	92
Buffalo, N. Y	47	5	.....	.....	.....	1	.....	6	3	.....	9
Burlington, Vt	66	3	.....	.....	.....	.....	.....	3	1	.....	4
Chicago, Ill	176	10	.....	1	3	3	14	31	1	1	33

[a] Includes Presidential, excepted, competitive, and unclassified.

TABLE 15.—*Showing changes in the Customs Service at ports whose receipts are in excess of $500,000, and also the total number of changes at all other ports, for the fiscal year ended June 30, 1907*—Continued.

Port.	Appointments.										
	Competitive positions.								Excepted and noncompetitive positions.	Unclassified positions.	Grand total.
	Number of employees.	Through examination.	By reinstatement and reemployment.		By transfer.	Temporary.	By change in status of positions.	Total.			
			Soldiers, sailors, etc.	Civilians.							
Cincinnati, Ohio	27										
Cleveland, Ohio	37	2		1	1		2	6	2		8
Detroit, Mich	68	6			1			7	1		8
Honolulu, Hawaii	67	9				8		17		2	19
Milwaukee, Wis	23	2				1		3	3		6
New Orleans, La	215	26	3	12	2	11	18	72		20	92
Newport News, Va	39	3			1	3		7	1		8
New York, N. Y	2,590	245	1	5	16	255	95	617	5	24	646
Philadelphia, Pa	530	11		1			68	80		6	86
Pittsburg, Pa	14										
Plattsburg, N. Y	41	3				2		5			5
Portland, Oreg	49	2			1	2	1	6			6
Port Townsend, Wash	124	8	1	1		1		11	17	1	29
St. Louis, Mo	44	3						3		1	4
St. Paul, Minn	37	5				1	1	7			7
San Francisco, Cal	338	45		2	2	9	73	131			131
San Juan, P. R	60	12				1		13		1	14
Tampa, Fla	34	5				4		9			9
Total	5,361	464	5	25	32	304	321	1,151	34	57	1,242
Other ports	1,339	113	1	2	12	112	3	243	72	3	318
Grand total	6,700	577	6	27	44	416	324	1,394	106	60	1,560

Port.	Separations.							
	Competitive positions.							
	Removed.	Resigned.	Died.	Probationers dropped.	By transfer.	Temporary.	Temporary appointees probationally appointed.	Total.
Baltimore, Md	7	7	1			1		16
Boston, Mass	3	23	18		1	3		48
Buffalo, N. Y		2	1			1		4
Burlington, Vt	1							1
Chicago, Ill	1	4	1			3	3	12
Cincinnati, Ohio								
Cleveland, Ohio		3						3
Detroit, Mich	1		2		2			5
Honolulu, Hawaii		7	1			8		16
Milwaukee, Wis		1	1		1	1		3
New Orleans, La		6	6		2	8	2	24
Newport News, Va	1		1		1	3		6
New York, N. Y	12	84	47	1		225	16	385
Philadelphia, Pa	1	7	7					15
Pittsburg, Pa								
Plattsburg, N. Y	1		1		1	3	1	7
Portland, Oreg	3	1	1			1	1	7
Port Townsend, Wash		6				1		7
St. Louis, Mo		3						3
St. Paul, Minn		2				1		3
San Francisco, Cal	8	21	6		3	9	4	51
San Juan, P. R	1	4			1	4	3	13
Tampa, Fla		5				3	1	9
Total	30	126	94	1	11	275	31	638
Other ports	18	57	20	1	10	101	11	218
Grand total	58	223	114	2	21	376	42	856

TABLE 15.—*Showing changes in the Customs Service at ports whose receipts are in excess of $500,000, and also the total number of changes at all other ports, for the fiscal year ended June 30, 1907*—Continued.

Port.	Separations.										
	Excepted and noncompetitive positions.					Unclassified positions.					
	Removed.	Resigned.	Died.	By change in status of positions.	Total.	Removed.	Resigned.	Died.	By change in status of positions.	Total.	Grand total.
Baltimore, Md.							3		9	12	28
Boston, Mass.						1	1		38	40	88
Buffalo, N. Y.		1			1						5
Burlington, Vt.	1	1			2						3
Chicago, Ill.		1			1	1			14	15	28
Cincinnati, Ohio											
Cleveland, Ohio	1	1			2				2	2	7
Detroit, Mich.											5
Honolulu, Hawaii											16
Milwaukee, Wis.		1			1						4
New Orleans, La.						1	2	1	18	22	46
Newport News, Va.							1			1	7
New York, N. Y.	1	4	1		6				95	95	486
Philadelphia, Pa.						11	5	1	68	85	100
Pittsburg, Pa.									1	1	1
Plattsburg, N. Y.											7
Portland, Oreg.				1	1						8
Port Townsend, Wash.	15	5			20						27
St. Louis, Mo.							1			1	4
St. Paul, Minn.									1	1	4
San Francisco, Cal.						1		2	73	76	127
San Juan, P. R.											13
Tampa, Fla.											9
Total	18	14	1	1	34	15	13	4	319	351	1,023
Other ports	20	14	5	2	41	1	1			2	261
Grand total	38	28	6	3	75	16	14	4	319	353	1,284

Of the 5,452 competitive employees in the Customs Service 58, or less than 2 per cent, were removed during the year. The total number of removals from excepted, competitive, and unclassified positions was 112. Table 16 in the Twenty-third Report shows the number of removals by years from July 1, 1886, to June 30, 1906.

Two hundred and forty-five appointments were made during the year through competitive examinations at the port of New York as follows: Four clerks, 23 sugar samplers, 4 assistant weighers, 3 messengers, 59 junior clerks, 10 night inspectors, 76 openers and packers, 7 watchmen, 1 foreman, 4 classified laborers, 18 examiners, 1 assistant gauger, 3 stenographers and typewriters, 14 messenger boys, 11 samplers, and 7 elevator conductors. Twelve removals were made during the same period as follows: One clerk, 1 junior clerk, 4 openers and packers, 1 classified laborer, 2 examiners, 1 stenographer and typewriter, 1 messenger boy, and 1 sampler. Table 17 in the Twenty-third Report shows the number appointed from competitive examinations at this port during each fiscal year from July 1, 1883, to June 30, 1906, and the number removed of those so appointed during the same period.

INTERNAL-REVENUE SERVICE.

TABLE 16.—*Showing changes in the Internal-Revenue Service during the fiscal year ended June 30, 1907.*

[Changes in other branches of the classified service are shown in Tables 10, 12, and 15, and all changes are summarized in Table 17.]

Office.	Appointments.									Separations.											
	Competitive positions.							Excepted and noncompetitive positions.	Grand total.	Competitive positions.								Excepted and noncompetitive positions.					Grand total.
	Through examination.	By reinstatement and reemployment.		By transfer.	Temporary.	By change in status of positions.	Total.			Removed.	Resigned.	Died.	Probationers dropped.	By transfer.	Temporary.	Temporary appointees promotionally appointed.	Total.	Removed.	Resigned.	Died.	By change in status of positions.	Total.	
		Soldiers, sailors, etc.	Civilians.																				
Aberdeen, S. Dak.	1	....	....	....	....	9	10	....	10	....	1	....	....	....	....	....	1	....	....	....	9	9	10
Abingdon, Va.	8	....	2	1	17	25	53	33	86	1	7	1	....	....	17	....	26	8	15	3	25	51	77
Albany, N. Y.	2	....	....	....	2	21	23	....	23	....	....	....	....	....	....	....	....	....	....	....	21	21	21
Athens, Ohio	....	....	....	....	....	13	15	....	15	1	3	....	....	....	....	....	4	1	4	1	13	19	23
Atlanta, Ga.	1	....	....	....	....	19	20	3	23	5	2	1	....	1	....	....	9	2	1	....	19	22	31
Austin, Tex.	....	....	....	....	1	8	9	....	9	1	....	....	....	....	....	....	1	....	....	....	8	8	9
Baltimore, Md.	8	....	1	....	2	27	38	1	39	....	7	4	....	....	1	....	12	1	....	....	27	28	40
Birmingham, Ala.	2	....	....	1	1	14	18	6	24	....	2	....	....	....	1	....	3	2	5	....	14	21	24
Boston, Mass.	2	....	....	....	....	21	23	....	23	....	1	....	....	....	....	....	1	....	....	....	21	21	22
Bristol, Tenn.	7	....	....	....	8	16	31	10	41	....	3	....	....	....	11	....	14	2	5	....	16	23	37
Brooklyn, N. Y.	2	....	....	....	2	23	27	....	27	....	2	....	....	1	1	....	4	....	....	....	23	23	27
Burlington, Iowa	....	....	....	....	....	12	12	2	14	....	....	....	....	....	....	....	....	1	....	1	12	14	14
Camden, N. J.	....	....	....	....	....	6	6	....	6	....	....	....	....	....	....	....	....	....	....	....	6	6	6
Chicago, Ill.	3	....	1	....	....	32	36	3	39	1	1	....	....	....	....	....	2	1	2	....	32	35	37
Cincinnati, Ohio.	1	1	....	....	9	30	41	....	41	....	3	....	....	....	9	....	12	....	....	....	30	30	42
Cleveland, Ohio.	2	....	....	....	1	17	20	4	24	....	....	....	....	....	1	....	1	1	3	....	17	21	22
Columbia, S. C.	....	....	....	....	....	11	11	4	15	....	2	....	....	....	....	....	2	....	1	....	11	12	14
Covington, Ky.	3	....	1	....	5	14	23	....	23	1	5	2	....	....	5	....	13	....	1	....	14	15	28
Dallas, Tex.	1	....	....	....	1	8	10	2	12	....	....	....	....	....	1	....	1	1	2	....	8	11	12
Danville, Ky.	9	2	2	....	7	18	38	3	41	....	4	....	....	....	7	....	11	....	4	1	17	22	33
Denver, Colo.	1	....	....	....	2	12	15	3	18	....	1	....	....	....	3	....	4	....	2	....	12	14	18
Detroit, Mich.	....	....	....	....	....	16	16	....	16	....	....	....	....	....	....	....	....	....	....	....	16	16	16

Dubuque, Iowa	2				2	10	14	1	15						2		2	1	1		10	12	14
East St. Louis, Ill						8	8		8									1			8	9	9
Grand Rapids, Mich					1	11	12	2	14										2		11	13	13
Hartford, Conn	1					19	20		20		2						2				19	19	21
Honolulu, Hawaii					1	5	6		6												5	5	5
Indianapolis, Ind	2				6	21	29	4	33	1	1	2			6		10	1	2		21	24	34
Jacksonville, Fla					1	13	14	5	19										5		13	18	18
Kansas City, Mo	2		1		3	13	19		19		3	1			3		7	2			13	15	22
Lancaster, Pa	2				3	30	35	3	38		1				3		4		3		30	33	37
Leavenworth, Kans			1		1	11	13	3	16		3				1		4	1	1		11	13	17
Lexington, Ky	1				39	15	55	1	56		2	1			39		42	1	1	1	15	18	60
Little Rock, Ark	3				2	10	15	1	16	4	3				2		9	3	1		10	14	23
Louisville, Ky	9	1	2	2	74	24	112	2	114	5	4	5			74	1	89		1		24	25	114
Madison, Wis	2				1	12	15	1	16					1	1	1	3	1	1		12	14	17
Milwaukee, Wis	2					23	25	1	26		1						1			1	23	24	25
Nashville, Tenn	4		3		1	16	24	5	29		3	3					6	1	8		16	25	31
Newark, N. J						20	20	1	21										1		20	21	21
New Orleans, La	3			1	2	13	19	1	20	2	2						4				13	13	17
New York, N. Y.:																							
Second district	4				1	24	29	1	30	1		1		1			3				23	23	26
Third district	2			1	1	24	28		28	1	1				1		3				24	24	27
Omaha, Nebr	3	1	1		1	15	21	1	22		3	2			1	1	7	1			15	16	23
Owensboro, Ky	3				4	14	21	9	30		2				4		6	2	2		14	18	24
Parkersburg, W. Va			1		1	19	21	3	24	2	1	1			1		5		2		19	21	26
Peoria, Ill	14	1				13	28	1	29			2					2	1			13	14	16
Philadelphia, Pa	1					27	28	1	29	3	1	1					5		1		27	28	33
Pittsburg, Pa	28		1		10	25	64	9	73	6	6	4			10	5	31	2	3		25	30	61
Portland, Oreg						8	8	1	9										1		8	9	9
Portsmouth, N. H						11	11	1	12										1		11	12	12
Raleigh, N. C						30	30	6	36	3	2						5	3	4		30	37	42
Richmond, Va	2				1	20	23	20	43		3				1		4	1	12	1	20	34	38
Rochester, N. Y	1				1	20	22		22		1				1		2				20	20	22
Sacramento, Cal	1				7	11	19	5	24	2	5		1		7		15		3		11	14	29
St. Louis, Mo	2		2		4	23	31	5	36	1	6				4		11		2	1	23	26	37
St. Paul, Minn	1					19	20	1	21		1						1	1			19	20	21
Salt Lake City, Utah						12	12		12	1							1				12	12	13
San Francisco, Cal	47		4	2	24	36	113	8	121	8	16	2			24		50		1		36	37	87
Santa Fe, N. Mex					2	4	6	2	8						2		2		2		4	6	8
Scranton, Pa	4				2	16	22	1	23		1	1			2		4				16	16	20
Springfield, Ill	5				3	17	25	1	26		6				3		9				17	17	26
Statesville, N. C	11		3		5		19		19	10	15	4			5		34						34
Syracuse, N. Y	4				2	15	21	1	22		2	1			2	1	6		2		15	17	23
Tacoma, Wash						18	18		18		1						1		2		18	20	21
Terre Haute, Ind	3	1				19	23	3	26	1	2						3		3		19	22	25
Toledo, Ohio	1	1				13	15		15	1	1						2	1	1		16	15	17
Total	223	8	26	9	263	1,099	1,628	185	1,813	62	145	39	1	4	256	9	516	44	114	10	1,097	1,265	1,781

ENTIRE CLASSIFIED SERVICE.

TABLE 17.—*Showing changes in the executive civil service during the year ended June 30, 1907.*

[Summary of the totals in Tables 10, 12, 15, and 16, to which is added changes in Rural Free Delivery Service.]

Branch of service.	Appointments.										Separations.												
	Competitive positions.							Excepted and noncompetitive positions.	Unclassified positions.	Grand total.	Competitive positions.										Excepted and noncompetitive positions.	Unclassified positions.	Grand total.
	Through examination.[a]	By reinstatement and reemployment.		By transfer.	Temporary.	By change in status of positions.	Total.				Removed.	Resigned.	Died.	Probationers dropped.	Furloughed, laid off, or suspended.	By transfer.	Temporary.	Temporary appointees probationally appointed.	Miscellaneous.	Total.			
		Soldiers, sailors, etc.	Civilians.																				
Departmental	13,199	27	3,509	600	14,282	45	31,662	4,531	3,683	39,876	1,968	6,104	530	53	4,272	289	13,250	142	.....	26,608	3,141	2,520	32,269
Navy-Yard[b]	11,280	.....	.....	.....	.....	.....	11,280	.....	.....	11,280	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Government Printing Office	116	.....	25	4	646	.....	791	.....	113	904	499	247	40	41	.....	9	529	.....	.....	1,365	.....	74	1,439
Post-Office	8,836	11	430	358	5,148	261	15,044	1,214	286	16,544	577	4,212	335	67	.....	334	4,092	554	.....	10,171	892	194	11,257
Rural Free Delivery	7,620	.....	106	.....	.....	.....	7,726	.....	.....	7,726	180	4,338	196	.....	.....	.....	.....	.....	c1,152	5,866	.....	.....	5,866
Customs	577	6	27	44	416	324	1,394	106	60	1,560	58	243	114	2	.....	21	376	42	.....	856	75	353	1,284
Internal-Revenue	223	8	26	9	263	1,099	1,628	185	.....	1,813	62	145	39	1	.....	4	256	9	.....	516	1,265	.....	1,781
Total	41,851	52	4,123	1,015	20,755	1,729	69,525	6,036	4,142	79,703	3,344	15,289	1,254	164	4,272	657	18,503	747	1,152	45,382	5,373	3,141	53,896

[a] Includes appointments which could not properly be placed under other subheadings, therefore total differs from that of Table 7.

[b] Changes in the service are not reported.

[c] Includes 737 declinations and 32 failures to accept. The remaining 383 represents a discrepancy between separations reported to the Commission and separations as indicated by the Post-Office Department's statistics of the number of carriers on June 30, 1907. The discrepancy is perhaps due in part to discontinuance of service and in part to appointments made during the year to take effect on or after July 1, 1907.

TABLE 18.—*Showing separations from competitive positions, by branches of the service and by fiscal years, from 1898 to 1907, inclusive.*

Branch of service.	1898.				1899.				1900.			
	Removed.	Resigned.	Died.	Competitive positions at end of fiscal year.	Removed.	Resigned.	Died.	Competitive positions at end of fiscal year.	Removed.	Resigned.	Died.	Competitive positions at end of fiscal year.
Departmental Service	1,746	1,635	184	37,500	2,274	1,897	257	37,500	1,494	1,919	225	37,500
Post-Office Service	535	805	199	31,000	507	907	214	35,650	480	1,131	225	37,000
Customs Service	283	149	63	4,933	211	124	75	5,024	80	64	63	5,115
Internal-Revenue Service	579	336	34	3,168	208	125	13	1,876	73	55	12	1,876
Government Printing Service	92	117	20	2,816	399	92	30	2,816	195	107	34	2,816
Railway Mail Service	68	158	48	7,999	70	160	63	8,388	52	213	67	8,696
Indian Service	75	327	3	1,890	24	254	15	1,890	34	282	8	1,890
Total	3,378	3,527	551	89,306	3,693	3,559	667	93,144	2,408	3,771	634	94,893

Branch of service.	1901.				1902.				1903.			
	Removed	Resigned.	Died.	Competitive positions at end of fiscal year.	Removed.	Resigned.	Died.	Competitive positions at end of fiscal year.	Removed.	Resigned.	Died.	Competitive positions at end of fiscal year.
Departmental Service	941	1,904	268	44,800	659	1,898	255	45,975	711	2,234	263	54,107
Post-Office Service	458	1,311	272	40,000	375	1,265	233	40,114	559	1,761	322	59,015
Customs Service	140	110	63	5,142	75	86	71	5,211	68	140	82	4,596
Internal-Revenue Service	61	56	24	1,863	58	62	28	2,015	49	77	41	2,057
Government Printing Service	161	95	39	3,500	51	113	28	3,750	113	108	38	3,750
Railway Mail Service	56	271	52	8,975	57	236	67	9,000	50	331	88	10,355
Indian Service	29	298	8	1,925	21	312	10	1,925	21	348	8	1,798
Total	1,846	4,045	724	106,205	1,296	3,972	693	107,990	1,571	4,999	842	135,453

Branch of service.	1904.				1905.[a]				1906.			
	Removed.	Resigned.	Died.	Competitive positions at end of fiscal year.	Removed.	Resigned.	Died.	Competitive positions at end of fiscal year.	Removed.	Resigned.	Died.	Competitive positions at end of fiscal year.
Departmental Service	933	2,717	334	58,991	1,497	3,479	383	64,622	2,586	4,361	398	67,872
Post-Office Service	468	2,017	280	71,008	642	5,018	452	81,596	842	8,066	448	89,202
Customs Service	83	124	67	4,935	191	167	80	5,398	65	155	79	5,452
Internal-Revenue Service	47	68	36	2,043	26	51	25	2,057	39	86	37	2,100
Government Printing Service	46	140	33	2,862	49	144	48	4,043	45	239	33	4,050
Railway Mail Service	67	626	103	11,301	81	402	82	12,171	109	499	86	13,456
Indian Service	15	421	9	1,863	28	489	9	1,920	12	528	2	2,037
Total	1,659	6,113	862	154,093	2,514	9,750	1,079	171,807	3,698	13,934	1,084	184,178

[a] Separations from the Rural Free Delivery Service included this year for the first time. They are included among separations from the Post-Office Service.

TABLE 18.—*Showing separations from competitive positions, by branches of the service and by fiscal years, from 1898 to 1907, inclusive*—Continued.

Branch of service.	1907.				Total.			Grand total.
	Removed.	Resigned.	Died.	Competitive positions at end of fiscal year.	Removed.	Resigned.	Died.	
Departmental Service	1,869	4,833	428	72,094	14,710	26,877	2,995	44,582
Post-Office Service	824	8,550	531	95,866	5,690	30,931	3,176	39,797
Customs Service	60	243	114	5,990	1,256	1,362	757	3,375
Internal-Revenue Service	63	145	39	3,212	1,203	1,061	289	2,553
Government Printing Service	540	247	40	3,485	1,691	1,402	343	3,436
Railway Mail Service	135	724	96	14,212	745	3,620	752	5,117
Indian Service	17	547	6	2,059	276	3,806	77	4,159
Total	3,508	15,289	1,254	196,918	25,571	69,059	8,389	103,019

TABLE 19.—*Showing number of positions, by status, on July 1, 1906, additions by appointments, etc., and subtractions by separations, etc., during the fiscal year, and number of positions on June 30, 1907.*

[Appointments and separations are shown in detail in Tables 10, 12, 15, and 16.]

[This table is based upon the number of positions shown in the Official Register of 1903, and changes in the service since reported by the Departments and Offices. Some of the reports were not made in such manner as to permit of a definite distinction as to employment in Washington and elsewhere. The figures are therefore to be regarded as approximate only. Omissions to report certain changes, as explained in the detailed tables, and neglect of details necessary only for statistical purposes also contribute to making the figures approximate only. The Bureau of the Census, which is compiling the Official Register for the year 1907, will make a compilation with which these figures can be compared with a view to their correction.]

Department and subdivision of the service.	Competitive positions.				Excepted and noncompetitive positions.				Unclassified positions.				Total positions on June 30, 1907.		
	Number on July 1, 1906.	Additions by appointments, etc.	Subtractions by separations, etc.	Number on June 30, 1907.	Number on July 1, 1906.	Additions by appointments, etc.	Subtractions by separations, etc.	Number on June 30, 1907.	Number on July 1, 1906.	Additions by appointments, etc.	Subtractions by separations, etc.	Number on June 30, 1907.	Presidential.[a]	All others.	Grand total.
IN WASHINGTON, D. C.															
White House[b]					41			41	2			2		43	43
State Department	118	32	13	137	11	23		34	1	2		3	4	174	178
Treasury Department	6,017	1,646	1,019	6,644	23	9	4	28	439	97	73	463	33	7,135	7,168
War Department	1,886	434	359	1,961	10	49	37	22	42	119	93	68	2	2,051	2,053
Navy Department	919	191	175	935	2	3	2	3	1	1	1	1	2	939	941
Post-Office Department	1,559	314	345	1,528	12	1		13	24	19	7	36	5	1,577	1,582
Department of the Interior	4,132	684	627	4,189	83	15	4	94	222	124	52	294	20	4,577	4,597
Government Hospital for the Insane	607	500	497	610	4			4	165		11	154		768	768
Miscellaneous	9	3	1	11					130	76	75	131	26	142	168
Department of Justice	142	45	26	161	130	23	14	139	26	5	5	26	749	326	1,075
Department of Agriculture	1,481	763	459	1,785	162	50	30	182	144	130	162	112	3	2,079	2,082
Department of Commerce and Labor	1,395	329	279	1,445	8	15	6	17	158	10	10	158	12	1,620	1,632
Interstate Commerce Commission	166	102	31	237	27	4		31	10	12	6	16	5	284	289
Civil Service Commission[c]	177	57	54	180					3			3	5	183	188
Smithsonian Institution and bureaus	277	94	81	290	2			2	99	67	59	107		399	399

[a] Appointments and separations not reported. The whole number of Presidential positions is shown, including judicial officers and 640 notaries public in the District of Columbia.

[b] Changes in the service not reported.

[c] Includes field force of 33 positions.

TABLE 19.—*Showing number of positions, by status, on July 1, 1906, additions by appointments, etc., and subtractions by separations, etc., during the fiscal year, and number of positions on June 30, 1907*—Continued.

Department and subdivision of the service.	Competitive positions.				Excepted and noncompetitive positions.				Unclassified positions.				Total positions on June 30, 1907.		
	Number on July 1, 1906.	Additions by appointments, etc.	Subtractions by separations, etc.	Number on June 30, 1907.	Number on July 1, 1906.	Additions by appointments, etc.	Subtractions by separations, etc.	Number on June 30, 1907.	Number on July 1, 1906.	Additions by appointments, etc.	Subtractions by separations, etc.	Number on June 30, 1907.	Presidential.	All others.	Grand total.
IN WASHINGTON, D. C.—cont'd.															
State, War, and Navy Department building	124	29	32	121	1			1	106	8	8	106		228	228
Isthmian Canal Commission	112	29	40	101	13	2	1	14	7			7		122	122
Government Printing Office	4,059	791	1,365	3,485	3			3	243	113	74	282	1	3,770	3,771
Total	23,180	6,043	5,403	23,820	532	194	98	628	1,822	783	636	1,969	867	26,417	27,284
OUTSIDE WASHINGTON, D. C.															
Treasury Department:															
Supervising Architect at large	119	15	19	115	44			44	6			6		165	165
Custodian and janitor service	1,100	444	280	1,264	1			1	1,303	561	382	1,482		2,747	2,747
Mints and assay offices	1,020	323	241	1,102	38	2	4	36	191	7	10	188	26	1,326	1,352
Subtreasury Service	358	58	36	370									9	370	379
Revenue-Cutter Service	54		54												
Public Health and Marine-Hospital Service	1,095	1,501	1,399	1,197	613	415	237	791	112	84	75	121		2,109	2,109
Life-Saving Service	2,197	904	1,002	2,159					2			2		2,161	2,161
Customs Service	5,452	1,394	856	5,990	126	106	75	157	985	60	353	692	179	6,859	7,018
Internal-Revenue Service	2,100	1,628	516	3,212	1,482	185	1,265	402	6			6	66	3,620	3,686
Miscellaneous	165	7	11	161	233	11	9	235	6			6	46	402	448
War Department:															
Quartermaster's Department at large	2,591	1,959	1,759	2,791	1,144	36	31	1,149	2,514	355	192	2,677		6,617	6,617
Ordnance Department at large	3,235	918	1,338	2,815	85	2		87	2,022	708	888	1,842		4,744	4,744
Engineer Department at large[a]	4,503	10,274	9,320	4,860	113			113	6,087			6,087		11,060	11,060
Miscellaneous	872	76		948	599			599	503		1	502		2,049	2,049
Navy Department:															
Exclusive of trades and labor positions	1,992	557	526	2,023					1			1	4	2,024	2,028
Trades and labor positions[b]	18,585			18,585					2,538			2,538		21,123	21,123
Post-Office Department[c]	415			415										415	415
Post-Office Service[d]	53,465	15,044	10,171	58,338	67,323	1,214	10,147	58,390	14,552	286	194	14,644	6,314	131,372	137,686
Rural Free Delivery Service	35,068	7,726	5,866	37,528	1			1						37,529	37,529
Railway Mail Service	13,856	2,181	1,425	14,212	65	50	37	78	5			5		14,295	14,295

Department of the Interior:															
Land Service	601	250	202	649	5	8	2	11		30	29	1	238	661	899
Pension Agency Service c	517	845	863	519	4,388			4,388	13			13	18	4,930	4,938
Indian Service	2,047	1,290	1,268	2,059	2,657	563	543	2,077	348	180	152	376	29	5,112	5,141
Reclamation Service		742	259	483										483	483
Miscellaneous													13		13
Department of Justice	136	42	29	149	717	283	114	886	4			4	321	1,039	1,360
Department of Agriculture	3,113	2,520	843	4,790	1,161	1,418	713	1,866	122	155	78	199		6,855	6,855
Department of Commerce and Labor:															
Light-House Service	3,569	652	656	3,565	103	1,482	602	983	1,193			1,193		5,741	5,741
Immigration and Naturalization Service	937	272	180	1,089	207	64	80	191	110	43	22	131	5	1,411	1,416
Steamboat-Inspection Service	235	27	10	252									10	252	262
Miscellaneous f	342	67	50	359		3	1	2	717	990	129	1,578	2	1,939	1,941
Isthmian Canal Commission	937	416	254	1,099										1,099	1,099
Total	160,929	52,202	40,033	173,098	81,105	5,842	13,860	73,087	33,340	3,459	2,505	34,294	7,280	280,479	287,759
Grand total of table	184,109	58,245	45,436	196,918	81,637	6,036	13,958	73,715	35,162	4,242	3,141	36,263	8,147	306,896	315,034
Isthmian Canal Commission's unclassified and excepted working force on June 26, 1907															22,708
Grand total															337,751

a Changes in the unclassified service not reported.
b Appointments are made under boards of labor employment upon registration tests, and changes are not reported. The number given is for the year 1903.
c These positions are those of the post-office inspection service and postage stamp and card agencies. Changes are included under Post-Office Department, Washington, D.C.
d Of the excepted positions 56,345 are filled by fourth-class postmasters, a decrease during the year of 9,255; of the Presidential positions 6,314 are filled by postmasters, an increase during the year of 404; of the unclassified positions about 10,000 are filled by employees in non-free delivery post-offices.
e The number 4,388 under excepted positions indicates pension examining surgeons. These are not a part of the Pension Agency Service, but are so included for brevity in the table.
f Special agents of the Census Bureau and field employees of the Coast and Geodetic Survey.

Of great interest in connection with the number of employees is the matter of compensation. In Census Bulletin No. 94 the average approximate compensation of 173,500 employees whose compensation was known was $948 per annum. Of these 24,186 were employed in the District of Columbia, their average compensation being $1,079 per annum; and 159,314 elsewhere, their average compensation being $928 per annum.

The following statement shows the amounts paid for salaries for employees in the classified service in 1903, as reported by the different Departments and offices:

Amounts paid for salaries of employees in the classified service in the United States.

Civil Service Commission	$221,250.00
Government Printing Office	4,294,707.80
Smithsonian Institution	208,403.07
Department of Agriculture	3,868,406.58
Department of the Interior	5,102,624.00
Department of Justice	154,760.00
Department of Navy	2,795,023.04
Department of State	149,920.00
Department of Commerce and Labor	5,717,570.35
Department of War	11,385,379.00
Department of Treasury	17,560,395.00
Department of Post-Office	82,289,925.00
Interstate Commerce Commission	165,000.00
Total	133,913,363.84
Director of Census reports	114,025,497.00
Difference	19,887,866.84

The difference shown is due in part to piecework compensation, to incomplete returns respecting employees, and to the omission of reports concerning persons employed for short periods—for instance upon job work.

TABLE 20.—*Showing, for all branches of the classified service, the number examined, the number that passed, the per cent that passed, the number appointed, the per cent appointed of those that passed, and the approximate number of competitive positions in the service, during the several periods covered by the reports of the Commission.*

Branch of service and period covered.	Approximate number of competitive positions.	Examined.	Passed.	Per cent that passed.	Appointed.	Per cent appointed of those that passed.
DEPARTMENTAL SERVICE.						
July 16, 1883, to January 15, 1884	5,517	784	459	58.5	48	10.5
January 16, 1884, to January 15, 1885	5,517	2,276	1,338	58.8	432	32.3
January 16, 1885, to January 15, 1886	5,700	1,754	1,038	59.2	239	23.0
January 16, 1886, to January 15, 1887	6,000	2,304	1,583	68.7	392	24.7
January 16, 1887, to June 30, 1887	6,272	2,023	1,394	68.9	155	11.1
July 1, 1887, to June 30, 1888	8,212	2,690	1,736	64.3	352	20.2
July 1, 1888, to June 30, 1889	8,436	3,697	2,182	59.0	387	17.7
July 1, 1889, to June 30, 1890	8,436	3,751	2,117	56.5	557	26.3
July 1, 1890, to June 30, 1891	9,560	5,251	3,366	64.1	1,152	34.2
July 1, 1891, to June 30, 1892	9,560	3,919	2,604	66.5	478	18.3
July 1, 1892, to June 30, 1893	10,048	2,446	1,664	68.4	365	21.8
July 1, 1893, to June 30, 1894	10,604	3,532	2,366	67.0	386	16.2
July 1, 1894, to June 30, 1895	776	3,231	1,843	57.4	109	22.8
July 1, 1895, to June 30, 1896	40,970	3,443	2,024	58.8	442	21.7
July 1, 1896, to June 30, 1897	37,500	12,008	6,834	56.5	666	9.2
July 1, 1897, to June 30, 1898	37,500	17,323	12,135	70.1	3,526	29.0
July 1, 1898, to June 30, 1899	37,500	25,281	19,208	76.0	5,217	27.2
July 1, 1899, to June 30, 1900	37,500	17,165	12,821	74.7	4,416	34.4
July 1, 1900, to June 30, 1901	44,800	16,973	12,401	73.1	4,232	34.1
July 1, 1901, to June 30, 1902	45,975	20,677	14,702	71.1	4,897	24.7
July 1, 1902, to June 30, 1903	54,107	48,627	41,178	84.7	21,163	51.1
July 1, 1903, to June 30, 1904	58,991	58,916	49,152	83.4	24,957	50.7
July 1, 1904, to June 30, 1905	64,622	70,494	55,101	78.2	20,013	36.5
July 1, 1905, to June 30, 1906	67,872	52,171	40,921	78.4	18,741	40.9
July 1, 1906, to June 30, 1907	72,094	64,654	47,204	73.0	23,107	48.9
Total		445,469	337,371	75.7	136,829	40.5

TABLE 20.—*Showing, for all branches of the classified service, the number examined, the number that passed, the per cent that passed, the number appointed, the per cent appointed of those that passed, and the approximate number of competitive positions in the service, during the several periods covered by the reports of the Commission*—Continued.

Branch of service and period covered.	Approximate number of competitive positions.	Examined.	Passed.	Per cent that passed.	Appointed.	Per cent appointed of those that passed.
RAILWAY MAIL SERVICE.						
May 1, 1889, to June 30, 1889	5,448	2,236	1,802	80.6	125	6.9
July 1, 1889, to June 30, 1890	5,836	4,463	3,129	70.2	1,400	44.7
July 1, 1890, to June 30, 1891	6,032	3,706	2,588	69.8	1,062	41.0
July 1, 1891, to June 30, 1892	6,417	4,597	2,949	64.2	1,199	40.6
July 1, 1892, to June 30, 1893	6,645	3,555	2,316	65.2	993	42.9
July 1, 1893, to June 30, 1894	6,852	4,267	3,120	73.3	718	23.0
July 1, 1894, to June 30, 1895	7,045	4,641	3,107	67.0	643	20.7
July 1, 1895, to June 30, 1896	7,408	5,113	3,127	61.2	655	21.9
July 1, 1896, to June 30, 1897	7,573	6,431	4,710	73.2	381	8.1
July 1, 1897, to June 30, 1898	7,999	4,799	3,828	79.8	698	18.2
July 1, 1898, to June 30, 1899	8,388	5,220	4,319	82.7	774	17.9
July 1, 1899, to June 30, 1900	8,696	4,488	3,844	85.7	736	19.1
July 1, 1900, to June 30, 1901	8,975	4,359	3,593	82.4	816	22.7
July 1, 1901, to June 30, 1902	9,000	377	258	68.4	1,017	(a)
July 1, 1902, to June 30, 1903	10,355	3,441	2,686	78.1	1,784	66.4
July 1, 1903, to June 30, 1904	11,301	6,388	4,115	64.4	1,678	40.7
July 1, 1904, to June 30, 1905	12,171	6,972	4,218	60.5	1,558	36.9
July 1, 1905, to June 30, 1906	13,456	6,620	4,481	67.7	2,173	48.4
July 1, 1906, to June 30, 1907	14,212	6,566	4,085	62.2	2,051	50.2
Total	.....	88,239	62,275	70.6	30,461	48.9
INDIAN SERVICE.						
October 13, 1891, to June 30, 1892	626	158	94	59.5	10	10.6
July 1, 1892, to June 30, 1893	650	471	284	60.3	141	49.7
July 1, 1893, to June 30, 1894	740	431	290	67.3	166	57.3
July 1, 1894, to June 30, 1895	740	695	325	46.8	121	37.2
July 1, 1895, to June 30, 1896	1,896	615	387	62.9	88	22.7
July 1, 1896, to June 30, 1897	1,896	724	370	51.1	103	28.0
July 1, 1897, to June 30, 1898	1,890	503	296	58.8	212	71.6
July 1, 1898, to June 30, 1899	1,890	412	234	56.8	218	93.6
July 1, 1899, to June 30, 1900	1,890	586	323	55.1	280	83.1
July 1, 1900, to June 30, 1901	1,925	269	116	43.1	164	(b)
July 1, 1901, to June 30, 1902	1,925	767	396	51.6	177	(b)
July 1, 1902, to June 30, 1903	1,798	718	376	52.4	217	(b)
July 1, 1903, to June 30, 1904	1,863	752	372	49.0	250	(b)
July 1, 1904, to June 30, 1905	1,920	742	427	57.5	263	(b)
July 1, 1905, to June 30, 1906	2,037	788	471	59.7	443	(b)
July 1, 1906, to June 30, 1907	2,059	575	360	62.6	286	(b)
Total	.....	9,206	5,121	55.6	.....	.....
GOVERNMENT PRINTING SERVICE.						
June 13, 1895, to June 30, 1896	2,736	1,502	1,073	71.4	177	16.5
July 1, 1896, to June 30, 1897	2,816	661	569	86.1	155	26.5
July 1, 1897, to June 30, 1898	2,816	547	511	93.4	245	47.9
July 1, 1898, to June 30, 1899	2,816	631	580	93.3	245	50.0
July 1, 1899, to June 30, 1900	2,816	2,349	2,126	90.5	236	11.1
July 1, 1900, to June 30, 1901	3,500	1,709	1,554	90.9	172	11.1
July 1, 1901, to June 30, 1902	3,750	896	774	86.4	221	28.6
July 1, 1902, to June 30, 1903	3,750	3,503	3,249	90.4	254	7.8
July 1, 1903, to June 30, 1904	3,862	916	787	85.9	360	45.6
July 1, 1904, to June 30, 1905	4,043	3,095	2,816	91.0	226	8.0
July 1, 1905, to June 30, 1906	4,059	43	34	79.1	30	88.2
July 1, 1906, to June 30, 1907	3,485	472	383	81.1	59	15.4
Total	.....	16,414	14,465	88.1	2,381	16.4

a On account of the abundance of eligibles remaining from previous year but few examinations were held; percentage upon the basis of these figures would therefore be deceptive.

b By the revision of the rules of May 6, 1896, the Indian Service was made a part of the Departmental Service, but for the purpose of comparison with previous years the Commission has, in its annual reports, kept separate statistics for this service. Only about one-half of the appointments in the Indian Service since July 1, 1900, have been made from examinations for positions belonging exclusively to the Indian Service, the remainder being made from examinations for positions in the Departmental Service generally. Percentages relati Service can not therefore be given.

TABLE 20.—*Showing, for all branches of the classified service, the number examined, the number that passed, the per cent that passed, the number appointed, the per cent appointed of those that passed, and the approximate number of competitive positions in the service, during the several periods covered by the reports of the Commission*—Continued.

Branch of service and period covered.	Approximate number of competitive positions.	Examined.	Passed.	Per cent that passed.	Appointed.	Per cent appointed of those that passed.
CUSTOM-HOUSE SERVICE.						
July 16, 1883, to January 15, 1884	2,573	817	466	57.0	69	14.8
January 16, 1884, to January 15, 1885	2,573	838	541	64.6	119	22.0
January 16, 1885, to January 15, 1886	2,573	1,735	1,043	60.1	169	16.2
January 16, 1886, to June 30, 1887	2,573	4,058	2,547	62.8	641	25.2
July 1, 1887, to June 30, 1888	2,598	2,479	1,500	60.5	340	22.7
July 1, 1888, to June 30, 1889	2,800	2,425	1,379	56.8	331	24.0
July 1, 1889, to June 30, 1890	3,257	3,587	1,797	50.1	375	20.8
July 1, 1890, to June 30, 1891	3,372	1,579	992	62.8	320	32.3
July 1, 1891, to June 30, 1892	3,420	1,624	962	59.3	161	16.7
July 1, 1892, to June 30, 1893	3,514	2,491	1,270	51.0	287	22.6
July 1, 1893, to June 30, 1894	3,625	3,372	2,012	59.7	280	13.9
July 1, 1894, to June 30, 1895	3,756	3,031	1,734	57.3	272	15.7
July 1, 1895, to June 30, 1896	4,550	4,018	2,769	68.9	460	16.6
July 1, 1896, to June 30, 1897	4,933	7,296	4,498	61.7	100	2.2
July 1, 1897, to June 30, 1898	4,933	5,340	3,745	70.1	202	5.4
July 1, 1898, to June 30, 1899	5,024	6,454	4,722	73.2	351	7.4
July 1, 1899, to June 30, 1900	5,115	4,968	4,116	82.9	210	5.1
July 1, 1900, to June 30, 1901	5,142	3,433	2,856	83.2	527	18.4
July 1, 1901, to June 30, 1902	5,211	6,179	4,906	79.4	407	8.3
July 1, 1902, to June 30, 1903	4,596	6,274	4,885	77.9	570	11.7
July 1, 1903, to June 30, 1904	4,935	7,445	5,238	70.3	525	10.0
July 1, 1904, to June 30, 1905	5,398	8,672	6,816	78.6	535	7.8
July 1, 1905, to June 30, 1906	5,452	8,404	6,856	81.6	425	6.1
July 1, 1906, to June 30, 1907	5,990	4,265	3,011	70.6	820	27.2
Total	.....	100,784	70,661	70.1	8,496	12.2
INTERNAL-REVENUE SERVICE.						
May 7, 1895, to June 30, 1896	3,168	2,055	960	46.7	116	12.1
July 1, 1896, to June 30, 1897	3,168	3,135	1,559	49.7	76	4.9
July 1, 1897, to June 30, 1898	3,168	2,309	924	40.0	229	24.8
July 1, 1898, to June 30, 1899	1,876	657	388	59.1	168	43.3
July 1, 1899, to June 30, 1900	1,876	462	288	62.3	80	27.8
July 1, 1900, to June 30, 1901	1,863	449	252	56.1	87	34.5
July 1, 1901, to June 30, 1902	2,015	1,057	615	58.2	251	40.8
July 1, 1902, to June 30, 1903	2,057	611	389	63.7	123	31.6
July 1, 1903, to June 30, 1904	2,043	658	453	68.8	117	25.8
July 1, 1904, to June 30, 1905	2,057	528	385	72.9	104	27.0
July 1, 1905, to June 30, 1906	2,100	949	664	69.9	117	17.6
July 1, 1906, to June 30, 1907	3,212	1,780	1,106	62.1	224	20.2
Total	.....	14,650	7,983	54.5	1,692	21.2
POST-OFFICE SERVICE.						
July 16, 1883, to January 15, 1884	5,690	1,941	1,119	57.7	372	33.2
January 16, 1884, to January 15, 1885	7,500	3,233	2,262	70.0	1,249	55.2
January 16, 1885, to January 15, 1886	9,000	4,113	2,953	71.8	1,473	49.9
January 16, 1886, to June 30, 1887	10,500	7,467	5,222	69.9	3,254	62.3
July 1, 1887, to June 30, 1888	11,767	6,103	3,632	59.5	1,924	53.0
July 1, 1888, to June 30, 1889	12,966	10,702	6,615	61.8	2,938	44.4
July 1, 1889, to June 30, 1890	13,097	11,193	6,904	61.7	2,850	41.2
July 1, 1890, to June 30, 1891	14,909	8,538	5,840	68.4	2,861	48.9
July 1, 1891, to June 30, 1892	17,500	9,162	5,551	60.6	2,113	38.2
July 1, 1892, to June 30, 1893	23,058	15,875	8,474	53.3	2,505	29.6
July 1, 1893, to June 30, 1894	24,000	25,777	14,343	55.7	3,154	19.7
July 1, 1894, to June 30, 1895	25,000	19,438	12,802	65.9	3,348	26.2
July 1, 1895, to June 30, 1896	26,316	14,433	10,374	71.9	3,148	30.3
July 1, 1896, to June 30, 1897	28,000	20,226	10,934	54.1	1,570	14.4
July 1, 1897, to June 30, 1898	31,000	14,891	9,161	61.5	2,758	30.1
July 1, 1898, to June 30, 1899	35,650	10,509	6,852	65.2	2,584	37.7
July 1, 1899, to June 30, 1900	37,000	16,584	11,447	69.0	3,931	34.3
July 1, 1900, to June 30, 1901	40,000	20,901	12,749	61.0	4,226	33.6
July 1, 1901, to June 30, 1902	40,114	30,605	18,858	61.6	6,328	33.5
July 1, 1902, to June 30, 1903	59,015	46,565	35,220	75.6	16,159	45.8
July 1, 1903, to June 30, 1904	71,098	52,771	39,961	75.7	21,022	52.6
July 1, 1904, to June 30, 1905	81,596	52,550	41,978	79.9	16,297	38.8
July 1, 1905, to June 30, 1906	89,202	48,302	37,918	78.5	17,121	45.1
July 1, 1906, to June 30, 1907	95,866	51,025	37,771	74.0	16,456	43.5
Total	.....	502,904	348,940	69.4	139,641	40.0

TABLE 20.—*Showing, for all branches of the classified service, the number examined, the number that passed, the per cent that passed, the number appointed, the per cent appointed of those that passed, and the approximate number of competitive positions in the service, during the several periods covered by the reports of the Commission*—Continued.

Branch of service and period covered.	Approximate number of competitive positions.	Examined.	Passed.	Per cent that passed.	Appointed.	Per cent appointed of those that passed
SUMMARY.						
July 16, 1883, to January 15, 1884	13,780	3,542	2,044	57.7	489	23.9
January 16, 1884, to January 15, 1885	15,590	6,347	4,141	65.2	1,800	43.5
January 16, 1885, to January 15, 1886	17,273	7,602	5,034	66.2	1,881	37.4
January 16, 1886, to June 30, 1887	19,345	15,852	10,746	67.8	4,442	41.3
July 1, 1887, to June 30, 1888	22,577	11,281	6,868	60.9	2,616	38.0
July 1, 1888, to June 30, 1889	29,650	19,060	11,978	62.8	3,781	31.6
July 1, 1889, to June 30, 1890	30,626	22,994	13,947	60.7	5,182	37.2
July 1, 1890, to June 30, 1891	33,873	19,074	12,786	67.0	5,395	42.0
July 1, 1891, to June 30, 1892	37,523	19,460	12,160	62.5	3,961	32.5
July 1, 1892, to June 30, 1893	43,915	24,838	14,008	56.5	4,291	30.6
July 1, 1893, to June 30, 1894	45,821	37,379	22,131	59.2	4,704	19.8
July 1, 1894, to June 30, 1895	54,222	31,036	19,811	63.9	4,793	24.2
July 1, 1895, to June 30, 1896	87,044	31,179	20,714	66.4	5,086	24.6
July 1, 1896, to June 30, 1897	85,886	50,571	29,474	58.3	3,047	10.3
July 1, 1897, to June 30, 1898	89,306	45,712	30,600	66.9	7,870	25.7
July 1, 1898, to June 30, 1899	93,144	49,164	36,312	74.0	9,557	26.3
July 1, 1899, to June 30, 1900	94,893	46,602	34,965	75.0	9,889	28.3
July 1, 1900, to June 30, 1901	106,205	48,093	33,521	69.7	10,291	30.7
July 1, 1901, to June 30, 1902	107,990	60,558	40,509	66.9	13,298	32.8
July 1, 1902, to June 30, 1903	135,453	109,829	87,983	80.1	40,270	45.7
July 1, 1903, to June 30, 1904	154,003	127,846	100,078	78.3	48,909	48.8
July 1, 1904, to June 30, 1905	171,807	143,053	111,741	78.1	38,996	35.0
July 1, 1905, to June 30, 1906	184,178	117,277	91,345	77.9	39,050	42.7
July 1, 1906, to June 30, 1907	196,918	129,317	93,920	72.6	43,003	45.8
Total	.....	1,177,666	846,816	71.9	312,601	36.9

INDEX.

Page.

Absolute appointment necessary for transfer (Rule X, sec. 8) 69
of probationer, further examination not required for (note) 69
probationary period before. (*See* Probationary period.)
when and how made (Rule VII, sec. 1) 69
Accessory in counterfeiting writing, statute 54
Accommodations for Commission (act) 35
Act, civil-service. (*See* Civil-service act.)
Acts of Congress. Conformity with civil-service law 31
Adams, J. P. H., deputy collector, internal revenue, Cary, N. C., investigation, political activity 145
Age limitation for transfer (Rule X, sec. 8) 69
to be observed in promotion (Rule XI, sec. 2) 84
Age limits, Commission's authority to change (Rule V, sec. 5) 66
exceptions from, of persons preferred under section 1754, Revised Statutes (Rule V, sec. 5) 67
Agriculture, Department of, positions in, excepted from examination 94
Aldwell, Thomas T., deputy collector of customs, Port Angeles, Wash., investigation, political activity 149
Amendments to Civil Service Rules (*see also* Executive orders):
Classification of post-offices (Rule II, sec. 3) 13
Annual leave. (*See* Leaves of absence.)
Appeals from ratings, statistics 26
Applicants, citizenship of. (*See* Citizenship.)
disqualifications of (Rule V, sec. 4) 66
qualifications of (Rule V) 65
instruction of (Executive order) 86
Applications, eliciting disclosure of religious or political opinions in, forbidden (Rule I, sec. 2) 57
false statement under oath in, constitutes perjury (*see also* Fraud). 66
for examination for appointment, legal residence must be certified in (act of July 11, 1890) 43
form of (Rule V, sec. 2) 66
from enlisted men, when received (Rule V, sec. 3) 66
provision of act concerning 32
necessity of, for examination 32
for examination must be made under oath 66
Appointing officers to make reports of changes (Rule XIII, sec. 1) 88
to notify eligibles of selection 69
Appointment, absolute. (*See* Absolute appointment.)
emergency (Rule VIII, sec. 1) 71
discrimination in, because of religious or political opinion unlawful (Rule I, sec. 2) 57
from register of one or two eligibles (Rule VIII, sec. 2) 73
must be legal or salary will be withheld (Rule XV) 89

Page.
Appointment of Commissioners (act) 29
of unclassified laborers (*see also* Laborers, unclassified) 97
third member of family not eligible for 37
restrictions on recommendations for 38
to two positions, restriction on salary for 51
oath of, not to be charged for by notary in Executive department .. 51
complete before oath is taken 59
examination required before 60
for the performance of classified duties, not to be made except in accordance with the civil-service rules (Rule II, sec. 5) 60
ineligibles when no eligibles available (Executive order) 66
legislation concerning (Executive order) 110
provision of Constitution concerning (note) 55
recommendations concerning 52
of retired army officers as superintendents of Indian schools (Rule II, sec. 10) 62
when citizenship not essential (Executive order) 66
Appointments, apportionment of. (*See* Apportionment.)
rule regarding (Rule II, sec. 1) 58
from examinations, number of 3, 23
from labor registers 3
in violation of the act, salary to be withheld in case of (Rule XV) 89
of special mechanics, etc., under Navy Department (Rule III, sec. 3) 64
statistics of, in several branches of the service, by years 248
table showing number of, in classified service, by branches of service, during year 242
table showing number of, in Customs Service at various ports during year 237
table showing number of, in Departmental Service (exclusive of Railway Mail and Indian services) from different educational examinations, 1883 to 1907 221
table showing number of, in Internal-Revenue Service at various offices during year 240
table showing number of, in Post-Office Service at various offices during year 232
table showing number of, in Railway Mail Service during year .. 231
table showing number of, in the several Departments during year 228
table showing number of, from the several kinds of examinations during year 203
temporary. (*See* Temporary appointments.)
without examination (Rule II, sec. 3) 60
opinion of Attorney-General on legality of, may be obtained (Rule XV) 89
preference in. (*See* Preference accorded soldiers and sailors.)
President's authority to prescribe regulations concerning (sec. 1753, R. S.) 41
temporary. (*See* Temporary appointments.)
before classification of Railway Mail Service held legal without examination 59
of unclassified laborers, summary of regulations governing 97

Page.
Appointments, power of, not destroyed by limitations to three 68
to excepted position (Rule II, sec. 3) 60
made contrary to apportionment, validity of 32
to classified service, not to be made without competitive examination 36
must follow any requirements of law as to time, manner, tenure, or tests 59
to excepted positions by name 114
Appointments confirmed by the Senate, excepted from classification by the act .. 37
rule regarding (Rule II, sec. 1) 58
Apportioned service, extent of, limited to departments in Washington, D. C. (act) 32
extent of (Rule VII, sec. 2) 70
transfer to, charged to apportionment; exceptions (Rule X, sec. 7) 80
transfer to, when State is in excess forbidden; exceptions (Rule X, sec. 8, cl. (c)) 81
Apportionment, of appointments among States (act) 32
certification in accordance with (Rule VII, sec. 2) 70
exceptions from (Rule VII, sec. 2) 70
must be observed in promotions (Rule XI, sec. 2) 84
transfer (Rule X, sec. 8) 80
average percentage (note) 81
validity of appointment contrary to 32
waiver of (note) 81
not changed by change of residence after appointment 70
disregarded in cases of preference 71
in cases of reinstatements 71
table showing, of appointments from July 16, 1883, to June 30, 1907 220
arrears of Southern States 11
progress in equalization of 11
table showing, on December 5, 1907 161
provision for, in reinstatement 76
provision of act concerning 32
Apprentices, examination not required for promotion of, to journeymen (note). 93
applicants for trades positions must have served as (Rule V, sec. 6). 67
Apprenticeship. (*See* Trades positions.)
Appropriations for contingent expenses or for specific or general purposes not to be used for employees 49
Archives of the Commission 102
Army officers, retired, may be appointed superintendents of Indian schools (Rule II, sec. 10) 62
on clerical detail, not members of classified service 60
Arrears of Southern States 11
Assignment of excepted employees to classified duty forbidden (Rule II, sec. 4). 61
persons to classified duties in violation of rules, effect of (Rule II, sec. 1) 58
unclassified laborers to classified work (note) 61
Authority of acts of President 30
of Congress .....
equivalent to legislation, delegation of, doubtful .....
of President to make regulations (sec. 1753, R. S.) ...
to administer oaths .....

Page.
Baley, J. M., deputy marshal, Greensboro, N. C., investigation, political activity. 145
Barringer, Marshall O., rural letter carrier, Mount Pleasant, N. C., investigation, political activity. 145
Beedle, Horace G., deputy collector of internal revenue, St. Louis, Mo., investigation, political activity 149
Behney, Jacob E., Fredericksburg, Pa., investigation, false statements in application 152
Black, Ford S., clerk, post-office, investigation, political activity 139
Boards of Examiners (Rule IV) 64
appointment and duties of (Rule IV, sec. 1) 64
carrier entitled to compensation while serving on 34
political affiliations of (Rule IV, sec. 1) 64
provision of act concerning 34
supplies for examinations to come from offices where held (note) 65
Bonhomme, Arthur B., Chicago, Ill., fraudulent impersonation by 151
Brazill, Walter, clerk, post-office, Mobile, Ala., investigation, political activity. 143
Bribery, attempted, cases of McCartney and Tolbert 154, 155
statute 54
Brown, W. N., clerk, post-office, Raleigh, N. C., investigation, political activity. 145
Bureau of Engraving and Printing, transfers from (Rule X, sec. 7) 80
Bureau of Fisheries, temporary appointees in, excepted from examination 95
Bussey, Archie, Brunswick, Ga., misstatement in application 151
Care takers, abandoned military posts excepted (Executive order) 108
Census of the Executive civil service 102
last preceding, the basis of apportionment 32
Certification (Rule VII) 67
according to apportionment (Rule VII, sec. 2) 70
by districts (Rule VII, sec. 3) 71
on request having been made, position not to be otherwise filled (note) 68
effect of delivery of 68
for temporary appointment not counted (Rule VII, sec. 1, cl. a) 67
irregularity in, how cured 70
limitation of, to three names not destructive of power of appointment 68
new, required after one selection is made (note) 68
objection to, when not sustained (note) 68
of ineligibles 67
presumption of compliance with rules in 69
revocation of order canceling selection not an authorized means of selection 69
to lower grade position from higher grade register (note) 68
when distinction in regard to sex is made (Rule VII, sec. 1, cl. a). 67
when eligible may be refused (note) 68
revision of Rule VII (Executive order) 105
disqualifications (Rule V, sec. 4) 66
vacancy not to be filled by transfer, promotion, or reinstatement, after request for (note) 68
Certifications, number of, allowed (Rule VII, sec. 1) 67
Change of rank or compensation, for political reasons forbidden (act, sec. 13) 39
Changes in the service, to be reported to and recorded by the Commission (act). 33
reports of (Rule XIII) 88

Page.
Changes in the service, departmental and Government Printing services..... 228
railway mail, substitute force 231
post-office service 232
Internal-Revenue Service..... 240
customs service 237
entire classified service 242
Chief examiner, manner of appointment (note) 34
annual report of 23
provision of act concerning 33
salary of 33
duty of..... 33
Chief of Bureau, Department of State, appointment subject to civil-service rules. 59
Citizenship, required for admission to examination (Rule V, sec. 1)..... 65
requirement waived in Coast and Geodetic Survey..... 65
natives of Porto Rico and Philippines..... 65
waiver of, on Isthmus of Panama..... 65
certificate of naturalization meets requirement of 65
waiver of, under certain conditions (Executive order) 66
Civil pension roll, prohibited (statute)..... 48
Civil Service, census of the Executive 102
definition (note)..... 29
laws, constitutionality of 30
is within the scope of legislative authority..... 30
in States and cities..... 163
extracts from annual reports concerning..... 174
Civil-Service Act 29
effect of, on sec. 4415, R. S..... 34
section 164, R. S., impliedly repealed by..... 31
special exemption from examination not allowable under the New York 31
supersedes former provision for examination in Steamboat-Inspection Service 34
eight fundamental provisions of 31
Civil Service Commission, annual report to be made by (act)..... 33
archives of..... 102
nonpartisan composition of, constitutional 29
not an executive department..... 29
provision of act creating..... 29
needs of 20
Secretary of Interior to furnish supplies to..... 35
hours of labor in 47
how constituted..... 29
authority of, to make regulations (Rule XVI)..... 90
jurisdiction in cases of removal..... 86
when removals may be investigated by (Rule XII, sec. 4)..... 86
of New York, nonpartisan composition of, is constitutional 29
minutes of proceedings 33
stenographer and messenger for (act)..... 34
to publish reasons justifying exceptions to rules in each case 114
historical register of..... 185

Page.

Civil Service Commissioners, duties of, defined by act 30
how appointed (act) 29
political affiliations of (act) 29
removal of (act) 29
salaries of (act) 29
traveling expenses of (act) 29
to hold no other office (act) 29
Civil-service conferences 9
Civil-service districts, headquarters of 99
Civil-service rules, promulgated by the President, and legal decisions, with notes by the Commission 55
act of prior administrations in promulgating, binding 55
authority of, when prescribed 30
civil-service act authority for 30
duty of officers in enforcing (act) 30
power of President to prescribe 30
amendments to 103
exceptions to 114
Civil war, dates of opening and closing (note) 77
Claims, prosecution of, by former employee (statute) 48
former employee of Commission not subject to restriction of statute 48
Clark, Charles C., jr., deputy collector of customs, Newbern, N. C., investigation, political activity 145
Classification of the Service (Rule II) 58
appointment before, valid without examination 59
Army officer detailed for civil duty, not subject to 60
by salaries 98
chiefs of bureaus in State Department subject to 59
clerks receiving $900 and $1,000 within the scope of 58
effect on, of war emergency legislation 59
exclusions from (act) 37
extent of; exceptions (Rule II, sec. 1, and notes) 58
government of District of Columbia not subject to 60
naval paymasters' clerks at sea not subject to 60
not dependent on length of service or manner of compensation (note) 59
not to include persons improperly assigned to classified duties (Rule II, sec. 1) 58
of certain employees effected by consolidation of post-offices (Rule II, sec. 8) 62
Indian agents (Rule II, sec. 9) 62
of position, effect of, on incumbent (Rule II, sec. 6) 61
post-offices, automatic, on extension of free delivery to them 59
probationary period not required prior to 70
special pension examiners subject to 59
volunteer pension branch of War Department not subject to 60
Customs Service (act) 35
Post-Office Service (act) 36
under Treasury Department 35
revision of, by direction of President 36
clerks in Departments (statute) 46
civil employees who have served beyond the seas 62, 83
post-offices, amendment of Rule II, sec. 7, concerning 13, 111

Page.
Classification of fourth-class postmasters, proposed 16
laborers, Customs Service at Boston, Mass. (Executive order) .. 111
Technologic branch, Geological Survey (Executive order) 112
Quartermaster's Department, Honolulu, Hawaii (Executive order) 113
restricted, Indian service, irregular employees (Executive order) 113
restricted, Union agency, 126 employees (Executive order) 113
temporary employees, incident to war with Spain 59
Classifications, provision of law for revision of (act, sec. 6) 35
Classified duties, to be performed only by classified employees (Rule II, sec. 5). 61
Classified positions excepted from examination, Schedule A..... 91
I. Entire classified service..... 91
II. Treasury Department..... 92
III. War Department..... 92
IV. Department of Justice..... 93
V. Post-Office Department..... 93
VI. Department of Interior..... 94
VII. Department of Agriculture..... 94
VIII. Isthmian Canal Commission..... 95
IX. Department of Commerce and Labor..... 95
X. Interstate Commerce Commission..... 95
appointments to, how made (Rule II, sec. 3) 60
Classified Service, extent of (Rule II, sec. 1)..... 58
table showing changes in, during year..... 242
outside of Washington, regulations governing certain branches of..... 100
positions in, how filled (act)..... 31
positions in, how filled (Rule II, sec. 2)..... 60
army officer on clerical detail not member of..... 60
table showing number of positions by status, additions, and separations 245
table showing number examined, passed, appointed, etc.... 248
offices not included (note)..... 91
table showing separations from, by fiscal years..... 243
salaries paid employees in, in 1903 248
Clerks, detail of, to Commission 34
salaries of, may be diminished and number of, increased by head of Department..... 42
to be arranged in classes (statute)..... 46
Clerkships open to women (statute)..... 42
Coast and Geodetic Survey, order waiving requirement of citizenship..... 65
Coercion, prohibition of law against (act)..... 32
Commerce and Labor, Department of, positions in, excepted from examination.. 95
Commission. (*See* Civil Service Commission.)
Compensation, additional, for special services 47
conditional, upon legal appointment (Rule XV) 89
for holidays, of per diem employees..... 47
none for extra services (statute)..... 52
pending investigation 47
not to be changed for failure to make political contributions.... 39
same for women as for men (sec. 165, R. S.)..... 42
may be diminished and number of employees increased 42
under two appointments, conditions of 49
withholding for debt..... 50

Page.

Compensation of retired naval officer as chief of bureau 50
not allowed for performing duties of another..... 52
Competitive employees, rights of, in excepted positions (Rule II, sec. 3)..... 60
Competitive examinations, provision of act for..... 31
times and places of (Rule III, sec. 1)..... 63
what positions are subject to (note)..... 58
effect of filling excepted positions by (Rule II, sec. 3, and notes) 60
classified positions to be filled by (act)..... 31
Competitive positions, table showing, by years, approximate number of, in the several branches of the service..... 248
how filled (Rule VII, sec. 1)..... 67
Conference, national assembly of civil service commissions..... 19
Congress, power of, to prescribe rules 30
Commission to make reports for transmission to..... 33
members of, when recommendations of, may be received (act)..... 38
political assessments..... 38
Conspiracy (statute) 54
Cotes, E. W., Grand Junction, Colo., investigation, false statements in application 153
Counterfeiting writing (statute) 54
accessory in (statute) 54
Counters, Treasury Department, promotion and transfer..... 80
Cowden, P. G., jr., deputy collector of internal revenue, investigation, political activity 140
Custodian Service, table showing, by place, the number examined and the number that passed and that failed..... 196
table showing the per cent that passed and the number appointed during the year..... 209
Customs Service, classification of (act)..... 35
number of appointments and removals in New York Custom-House during year 239
table showing, by kinds of examination and sex, the number of persons taking, the number and per cent that passed, and the number appointed during year..... 203
table showing changes at ports whose receipts were in excess of $500,000, and total changes at all other ports during year... 237
table showing competitive positions in, and the number of persons examined, passed, and appointed during several periods, with percentages..... 250
table showing number of persons examined for, and the number that passed and that failed during year..... 200
table showing removals during year..... 238
table showing summary of changes in entire service during year 242
Dalessandro, Antonio, Chinese inspector, immigration service, investigation, political activity 145
Dealtry, William J., assistant custodian, Federal building, Louisville, Ky., investigation, receiving political contributions..... 143
Delinquency or misconduct, dismissal for, bar to examination (Rule V, sec. 4).. 66
dismissal for, bar to reinstatement (Rule IX)..... 74
resignation without due notice constitutes 66

Page.
Department, head of, may prescribe regulations 41
classification of clerks in 46
Departmental Service, examinations for, alphabetically arranged, table showing for each examination number and sex of competitors, number that passed and that failed, and number appointed 203
arranged by legal residence of competitors, statistics of.. 197
by States, table showing number that passed and that failed during year..... 195
examinations for transfer, promotion, and reinstatement, and the number that passed and that failed, statistics of..... 202
table showing summary of changes in 242
table showing approximate number of competitive positions in, and the number examined, passed, and appointed, with percentages, by years, 1883 to 1907..... 248
table showing changes in, in Washington and elsewhere, including Government Printing Service, during year.. 228
table showing number of appointments in (exclusive of Railway Mail and Indian services), from different educational examinations from 1883 to 1907 203
table showing status of, apportionment of appointments in, from 1883 to 1907 220
Deputy collectors of internal revenue, status..... 158
Details (statute)..... 52
employment for purpose of 78
to Commission..... 34
from outside for duty in the District of Columbia (statute)..... 49
of immigrant inspectors from outside for duty in the District, prohibited..... 50
from one Executive Department to another..... 161
Difficulties in recruiting the service..... 4
Directory statutes 41
Disability. (*See* Preference.)
Discharge. (*See* Removal.)
Discrimination on account of political or religious opinions forbidden (Rule I, sec. 2)..... 57
Dismissal for delinquency or misconduct. (*See* Delinquency or misconduct.)
Disqualifications of applicants, enumeration of (Rule V, sec. 4)..... 66
District of Columbia, government of, positions under, examinations for..... 30
government of, positions under, not subject to classification. 60
the number of examinations of each kind, the number that passed and that were appointed to 203
Districts, civil-service 99
for certification, Commission may organize (Rule VII, sec. 3)..... 71
Dockery, Claudius, marshal, Raleigh, N. C., investigation, political activity.... 145
Drivers of carriages excepted from examination (Executive order) 107
Duties, change of, of persons appointed as mere laborers or workmen without examination (Rule XIII, sec. 3)..... 88
classified. (*See* Classified duties.)
of Commissioners (act) 30
of laborers, statements of, to be made to Commission (Rule XIII, sec. 3). 88

Page.
Duties, extra, compensation for, when allowed 47, 51
to which employees may be assigned 51, 161
Duty of officers in enforcing civil-service rules (act) 30
public officers in connection with examinations (act) 34
same (Rule IV, sec. 3) 65
Elections, interference with, forbidden (Rule I, sec. 1) 55
Eligibility and ratings (Rule VI) 67
extension of, term of (Rule VI, sec. 3) 67
not affected by temporary service (Rule VIII, sec. 5) 74
of persons preferred under section 1754, Revised Statutes. (*See* Preference accorded soldiers and sailors.)
term of, for promotion (note) 84
what constitutes (Rule VI, sec. 2) 67
Eligible, action in case of information affecting fitness of (note) 68
restoration of, to register 69
Eligible registers (Rule VI, sec. 2) 67
names of persons preferred under section 1754, Revised Statutes, who make 65 per cent or more to be placed at head of (Rule VI, sec. 2) 67
Eligibles, objections to 68
grounds of objection to 66
for various positions, surplus and lack of 4
Elliott, William B., Peoria, Ill., investigation, soliciting political contributions. 7, 147
Emergency temporary appointments (Rule VIII, sec. 1) 71
Employees may not prosecute claims for two years after separation 48
have no right to use official authority or influence to coerce political action 32
limitations on details to Washington 52
political activity of, restricted 55
attempts to influence legislation (Executive order) 85
in positions becoming classified, status of (Rule II, sec. 6) 61
efficiency, determination of 158
removal, power of 158
reclassification 162
total number of 1
Employment, must be upon specific appropriation (statute) 49
of additional clerk to Secretary of Navy not authorized by act of February 25, 1903 49
of persons in Naval War Records' Office under appropriation for increase of Navy, prohibited 49
of person in additional position must be preceded by specific appropriation therefor 49
of retired navy officer as chief of bureau authorized 50
of retired army officer in civil position authorized 50
of volunteer army officer in civil position authorized 50
without compensation compatible with holding other office 50
when it does not create an office 50
not to be paid from appropriation for contingent expenses 49
Engineer Department at large, noneducational examinations in 209
table showing, by place, the number examined and the number that passed and that failed .. 196
table showing the per cent that passed and the number appointed during the year 209

Page.
Engraving and Printing, Bureau of, transfers from (Rule X, sec. 7) 80
Enlisted men, when admitted to examination (Rule V, sec. 3) 66
Evans, Albert, Roanoke, Va., investigation, forgery on application 155
Examination papers, how rated (Rule VI, sec. 1) 67
who may inspect (note) 63
can not be required by a court on subpœna 63
Examinations (Rule III) 63
for promotion, character of (note) 84
preference does not exempt from 42
required for appointment, etc. (Rule II, sec. 2) 60
required for promotion (Rule XI, sec. 2, cl. b) 84
required for reinstatement (Rule IX, cl. b) 75
required for transfer (Rule X, sec. 8, cl. d) 81
waiver of, in transfer (Executive order) 82
for promotion to clerical grade (Rule XI) 83
requirement of citizenship or allegiance (Rule V, sec. 1) 65
who may not be admitted to (Rule V, sec. 4) 66
applications for. (*See* Applications.)
competitive, effect of filling excepted position by (Rule II, sec. 3). 60
competitive, provision of act for 31
for Philippine civil service (Executive order) 30
for temporary employment 72
noncompetitive. (*See* Noncompetitive examinations.)
when vacancy must await 83
who may be admitted to (Rule V, sec. 1) 65
penalty for willfully obstructing any person in respect to his right of 35
admission of enlisted men to 66
required for appointment and promotion (act) 31, 36
applications for (act) 32
number of kinds of, during year 3
report of chief examiner on number taking, passing, and receiving appointment as a result of 23
not required of senatorial confirmees (act) 37
eligibility of family for (note) 37
restrictions on recommendations for (act) 38
oath required in application for (Rule V, sec. 2) 66
Commission to make regulations for (act) 33
competitive. (*See* Competitive examinations.)
for Customs Service. (*See* Customs Service.)
for Departmental Service. (*See* Departmental Service.)
for Internal-Revenue Service. (*See* Internal-Revenue Service.)
for Isthmian Canal Service. (*See* Isthmian Canal Service.)
for Post-Office Service. (*See* Post-Office Service.)
for transfer, promotion, and reinstatement, statistics of 202
fraud in. (*See* Fraud.)
noncompetitive. (*See* Noncompetitive examinations.)
noneducational. (*See* Noneducational examinations.)
officers in charge of buildings to supply stationery for (note) ... 65
persons in the service to facilitate (Rule IV, sec. 3) 65
provision of act for 31
public officers to allow use of public buildings for (act) 34
table showing number of, by place of examination, during year . 195

Page.

Examinations, table showing number of competitors of each sex in each examination, number, and per cent that passed and number appointed during year 203
subjects of, to be given relative weights 67
waiver of, in transfer and promotion (Executive order) 110
military and naval academies, appointment to (Executive order). 110
irregularities in. (*See* Fraud.)
table showing number of, by legal residence 198
Examinations and appointments, number of 3
Examiners, boards of (Rule IV), (*see also* Boards of examiners) 64
special, of Pension Bureau subject to rules 59
Excepted positions, Schedule A 91
assignment of employees in (Rule II, sec. 4) 61
may be filled competitively (Rule II, sec. 3) 60
political removals from, forbidden (note) 61
promotion to (note) 83
transfer from (Rule X, sec. 2) 78
recommendations concerning 58
internal-revenue service, transferred to competitive class ... 14
storekeepers and gaugers, provisions concerning 15
statement of reasons justifying, to be kept and published in each case 114
appointments to, by name 114
Exceptions, positions excepted from classification (Rule II, sec. 1) 58
to civil-service rules to be set forth in Commission's annual report (act) 33
from classification (act) 37
special exemption from examination not allowable under New York civil-service act 31
by phrase "to be selected and appointed by" in appropriation act. 59
from competitive examination of retired army officer (Rule II, sec. 10) 62
from apportionment (Rule VII, sec. 2) 70
of preference eligibles from apportionment (note) 63
of positions on torpedo and mine planters 93
Exclusions from classification (act) 37
Executive officers to facilitate holding of examinations (Rule IV, sec. 3) 65
Executive orders—
Appointment of ineligibles, when no eligibles available 66
Attempts of employees to influence legislation 85
Citizenship, waiver of, under certain conditions 66
Classification of civil employees who have served beyond the seas 62, 83
Clerical positions in office of recorder of deeds at Washington, D. C 30
Examinations for appointment to Military or Naval Academy 31, 109, 110
Examinations for Philippine civil service 30
Instruction of applicants for civil-service examinations 86
No appointment for the performance of classified duties shall be made except in accordance with the civil-service rules 61
Promotion in grade or transfer of laborers classified under Executive order 84, 108
Recommendations affecting method of appointment 58
Regulating holding of two offices 51

Page.

Executive orders—Continued.
Transfer from Porto Rican civil service 30
Transfer, waiver of examination in 82, 109
Veteran preference 69
Transfers, amendment to Rule X, sec. 8, cl. a 103, 104
Political activity, amendment to Rule I, sec. 1 104
Messenger service, office of Indian Affairs, amendment to Rule III, sec. 2. 105
Certification of eligibles, revising Rule VII 105
Temporary appointments, revising Rule VIII 105
Schedule A, amendments to—
Navigating positions on torpedo planters 106
Clerks, post-office service 106
Public Health and Marine-Hospital Service 107
Drivers of carriages 107
Shipping commissioners 107
Caretakers of abandoned military posts 108
Mint and assay service 108
Special agents, Interstate Commerce Commission 103, 108
Certification of unclassified laborers with special qualifications 108
Promotion, classified laborers 109
Porto Rican Civil Service Commission, assistance to be rendered to 109
Recommendations for legislation 110
Post-offices, classification of, amending Rule II, sec. 7 111
Classification of laborers, customs service at Boston, Mass 111
Technologic branch, Geological Survey, classification 112
Quartermaster's Department, Honolulu, classification 113
Indian Service, 15 irregular employees under irrigation engineers 113
Union Agency, 126 employees 113
Excepted appointments, by name 114
Waiver of examination in promotion or transfer 110
Extension of term of eligibility, Rule VI, sec. 3 67
Extent and growth of the service 1
of classification (Rule II, sec. 1) 58
Extortion, by public officer (statute) 53
False statement, intentional (note). (*See also* Fraud) 66
Family, members of, in public service (act) 37
eligibility for appointment 37
eligibility for examination (note) 37
construction of term 37, 158
Features of previous reports 178
Fees not to be charged for administering oaths to employees (statute) 51
Forgery, cases of Evans, Pritchett, Weaver, and Stewart 155, 156
Fraud, nature of, and penalty for (act) 35
in connection with examinations—
Chicago, Ill., Watson, James and Charles E 7, 152
Alexandria, Va., Turner, John W 151
Ashland, Ala., Riddle, Robert W 151
Brunswick, Ga., Bussey, Archie 151
Chicago, Ill., Walsh and Bonhomme 151
Fredericksburg, Pa., Behney, Jacob E 152
Grafton, W. Va., Kunst, D. G., local secretary 153
Grand Junction, Colo., Cotes, E. W 153

Page.

Fraud—Continued.
in connection with examinations—Continued.
Greenville, Miss., Shannon, Stephen 154
Hackensack, N. J., Connell, Maurice J 154
Hillsdale, Ill., McCartney and Walker 154
statistics 26
Free-delivery offices, new, rules to apply to, Rule II, sec. 7 62
new, rules to apply to, opinion Attorney-General 59
Fulwiler, R. A., postmaster, Staunton, Va., investigation, political activity 150
Gentry, C. E., deputy collector of internal revenue, sixth district of Virginia, investigation, political activity 150
Government Hospital for the Insane—
Table showing, by place, the number examined and the number that passed and that failed 196
Table showing the per cent that passed and the number appointed during the year 209
Government Printing Service, examinations for, number, kinds, number of competitors, number and per cent that passed, and number appointed 215
examinations for, number examined, by sex and legal residence 197
table showing changes in, during year 228
table showing the number of competitive positions in, and the number of persons examined, passed, and appointed, with percentages 249
table showing summary of changes in, during year 242
Grade, selections to be made according to 31
Growth of the service 2
Grymes, Benjamin F., keeper, Mathias Point Light-house, Virginia, investigation, political activity 143
Hallett, Edwin S., chief engineer, Federal building, Louisville, Ky., investigation, receiving political contributions 143
Holidays. (*See* Hours of business and labor.)
Hours of business and labor (statute) 46
additional compensation for special services outside office hours 47
not applicable to Civil Service Commission 47
Saturday afternoon a public holiday in the District of Columbia 47
extension of, when business is in arrears (statute). 45
May be extended by special order, stating reason (statute) 46
additional service to be without additional pay (statute) 46
requirement of seven hours' labor mandatory (statute) 46
hours of laborers and mechanics may be fixed by Congress (opinion Attorney-General) 47
Immigration Service, table showing, by place, the number examined and the number that passed and that failed 196
table showing the per cent that passed and the number appointed during the year 209

Page.
Indian agents, classification of (Rule II, sec. 9) 62
Indian insane asylum, table showing, by place, the number examined and the number that passed and that failed 196
table showing the per cent that passed and the number appointed during the year 209
Indian schools, no examination required for promotion to superintendent of (Rule XI, sec. 2) 84
appointment of army officers as superintendents of (Rule II, sec. 10) 62
Indian Service, number of competitive positions in, number examined, the number passed, the number appointed, with percentages, by years 249
appointment upon noncompetitive examination to certain positions in (Rule III, sec. 2) 63
irregular employees, classification (Executive order) 113
Union Agency, 126 employees, classification (Executive order). 113
Indians, appointment of, upon noncompetitive examination (Rule III, sec. 2) .. 63
Indictment, for perjury (statute) 53
for subornation of perjury (statute) 53
sufficiency of, for political assessments (note) 39
language of statute sufficient in (note) 39
Inspector of safety appliances, Interstate Commerce Commission, appointment of, upon noncompetitive examination (Rule III, sec. 2) 63
Instruction of applicants, Executive order concerning 86
Interference with elections forbidden (Rule I, sec. 1, and notes) 55
Interior Department, classified positions in, excepted from examination 94
General Land Office, temporary employees 31, 160
Interior, Secretary of the, to provide quarters for Commission (act) 35
Internal Revenue, letter of Commissioner of, on political activity 56
Internal-Revenue Service, examinations for, table showing number examined, by sex and office 201
table showing the number examined, the number and per cent that passed, and the number appointed during year 217
table showing changes in, at various offices during year 240
table showing number of competitive positions in, and the number of persons examined, passed, and appointed, with percentages, by years 250
positions transferred from excepted to competitive class 7
storekeepers and gaugers, provision for exemption from examination 7
Interstate Commerce Commission, excepted positions 95
special agents, appointment of (Executive order) 103, 108
Intoxicating beverages, dismissal for use of, bar to reinstatement (Rule IX, note) 77
excessive use of, bar to examination, appointment, or retention 37
rule concerning (Rule V, sec. 4) 66
Investigations, Commission may make (act) 33
discussion of 6

Page.
Investigations, frauds or irregularities in connection with examinations, etc... 151
political assessments and political coercion 139
alleged violations of civil-service laws and rules by name..... 139
(*See* Fraud and Political activity.)
Irregularities. (*See* Fraud.)
Isthmian Canal Service, excepted positions 95
transfers from (regulation) 83
Ivey, Thaddeus, rural letter carrier, Cary, N. C., investigation, political activity. 145
Jessie, Nathan, letter carrier, Mobile, Ala., investigation, political activity.... 143
Job employment, conditions of (Rule VIII, sec. 4)..... 73
procedure in making and extending 73
Justice, Department of, positions in, excepted from examination..... 93
letter to employees of, regarding political activity..... 56
Kellar, John H., clerk, post-office, investigation, political activity..... 139
Knight, William R., shipping commissioner, Philadelphia, Pa., investigation, political activity..... 6, 147
Kroll, William O., employee of Government Printing Office, investigation, political activity..... 144
Kunst, D. G., local secretary, Grafton, W. Va., investigation, irregularities in examinations 153
Laborers, assignment of, to classified work forbidden (Rule II, sec. 5)..... 61
authority for assignment of, to classified work (note) 61
excluded from classification (act)..... 37
statements of duties of, to accompany reports of appointments (Rule XIII, sec. 3)..... 88
unclassified, examination for..... 97
unclassified, reference to regulations governing..... 97
unclassified 97
unskilled, organization of board for employment of..... 97
unskilled, examinations for 97
doing work of a grade performed by classified employees to be appointed from register (Rule II, sec. 5)..... 61
employed merely as laborers or workmen not classified (Rule II, sec. 1)..... 58
in navy-yards (statute) 45
statement of duties of, to be made to Commission (Rule XIII, sec. 3). 88
status of position determined by principal duties (note)..... 61
table showing number examined, passed, and appointed 219
skilled and unskilled, distinction of..... 97
unskilled, with special qualifications (Executive order) 108
classified, promotion (Executive order)..... 108
classification, customs service, Boston, Mass. (Executive order)..... 111
classification under conditions rendering definition of duties impracticable (Executive order) 111
Labor regulations, appointments under..... 5
operation of..... 5
synopsis of..... 97
Leaves of absence (statute) 46
on military duty..... 47
per diem employees on, not entitled to compensation for holidays..... 47
discretionary with head of Department 47
extended only for sickness..... 48
pay on, pending investigation (note) 47

Page.
Leaves, pay to stop at expiration of (statute) 47
to be exclusive of Sundays and holidays (statute) 47
deduction from annual leave, naval gun factories, for sickness 47
Legal residence, must be certified by officer having seal (act of July 11, 1890) .. 43
persons already in service need not prove (act of July 11, 1890, and note) 43
proof of, required for examination 43
proof of, not required for reinstatement (note) 76
table showing, of persons examined for departmental and Government Printing services during year 197, 198
to be shown in transfer from nonapportioned to apportioned service (Rule X, sec. 9) 82
Commission may designate officer before whom provable 43
what constitutes 44
regulations concerning, must not contravene established legal principles 44
authority of Commission to prescribe certain regulations regarding (opinion of Attorney-General) 44
does not necessarily involve bodily presence (opinion of Attorney-General) 44
change of, after appointment 70
Legislation, attempts of employees to influence (Executive order) 85
instructions of Postmaster-General concerning 85
concerning appointments, recommendations for 110
Civil Service Retirement Association, relation to 85
The Navy-Yard and Arsenal Employees' Protective Association, relation to 85
Levy, Morris, classified laborer, customs service, port of New York, investigation, political activity 145
Life-Saving Service, table showing, by place, the number examined and the number that passed and that failed 196
table showing the per cent that passed and the number appointed during the year 209
Light-House Service, table showing, by place, the number examined and the number that passed and that failed 196
table showing the per cent that passed and the number appointed during the year 209
Locke, S. Y., deputy collector of customs, Mobile, Ala., investigation, political activity 143
Lyon, J. Patrick, unclassified laborer, office of United States appraiser, Philadelphia, Pa., investigation, political activity 148
Marine-Hospital Service. (*See* Public Health and Marine-Hospital Service.)
Martinez, Joseph, clerk, post-office, Mobile, Ala., investigation, political activity. 143
Mayfield, G. B., letter carrier, Mobile, Ala., investigation, political activity 143
McCartney, James H., Hillsdale, Ill., investigation, irregularities in examination and attempted bribery 154
McKnight, James W., postmaster, Bascom, Fla., investigation 155
Mechanics. (*See* Special mechanics, etc.)
Merit system in States and cities—
California 163
Colorado 164
Connecticut 165
Illinois 165

Page.

Merit system in States and cities—Continued.
Indiana ... 167
Iowa ... 167
Kansas ... 168
Louisiana ... 168
Massachusetts ... 169
Minnesota ... 170
New Jersey ... 170
New York ... 171
Ohio ... 172
Oregon ... 172
Pennsylvania ... 172
Virginia ... 172
Washington ... 172
West Virginia ... 173
Wisconsin ... 173
Merritt, Kemp, deputy collector of internal revenue, Raleigh, N. C., investigation, political activity ... 145
Military Academy, West Point, N. Y., examinations for appointment to (Executive order) ... 110
Military duty, absence on (statute) ... 65
Mine planters and torpedo planters, exceptions of positions on ... 93
Mint and assay service, excepted positions in (Executive order) ... 108
Minutes of proceedings, Commission to keep (act) ... 33
Misdemeanors ... 38, 39, 40
National Assembly of Civil Service Commissions, organization and object ... 19
National Military Parks, table showing, by place, the number examined and the number that passed and that failed ... 196
table showing the per cent that passed and the number appointed during the year ... 209
Naturalization, certificate of ... 65
oath (in statute) ... 53
Naval Academy, number that took and that passed the examinations for midshipman during year ... 219
examinations for appointment (Executive order) ... 110
Naval Paymaster's clerk on sea duty not transferable (opinion of Attorney-General) ... 60
Navy Department, employment of special mechanics, etc. (Rule III, sec. 3) ... 64
Navy, Secretary of the, employment of additional clerk to, not authorized ... 49
Navy-yard regulations, modifications of (Rule XVI) ... 90
Navy-yard service, table showing, by place, the number examined and the number that passed and that failed ... 196
table showing the per cent that passed and the number appointed during the year ... 209
employment of labor in (statute) ... 65
political contributions in (statute) ... 53
New York custom-house, table showing number of appointments and removals by years ... 239
Nonapportioned positions, enumeration of (Rule VII, sec. 2) ... 70
Noncompetitive examinations, appointment to excepted positions upon (Rule II, sec. 3) ... 60
for appointment of Indians, etc. (Rule III, sec. 2) ... 63

Page.
Noncompetitive examinations, when and for what given (Rule III, sec. 2)..... 63
in absence of competition (act)..... 32
appointments from..... 4
messenger service in Office of Indian Affairs (amendment to Rule III, sec. 2, Executive order) 105
Noneducational examinations, table showing, by branches of the service and sex, the number examined and the number that passed and that failed..... 196
table showing number of each kind, number examined, number and per cent that passed, and number appointed during year..... 209
Notaries public, if Government employees, not to charge fee for administering oath to employees..... 51
Notice of changes in service to be given to Commission (act)..... 33
Oaths required in connection with application (act and Rule V, sec. 2)..... 32, 66
false statement in, is perjury..... 66
of employee, Department officer not to charge for (statute)..... 51
Executive order concerning..... 51
official, who may administer (statute)..... 45
official form of (statute)..... 45
official, Chief Clerk to administer (statute)..... 45
when officer empowered to administer (statute)..... 45
pertaining to investigations, authority to administer..... 44
Occasional duty, promotion of persons employed for (notes)..... 83
O'Connell, Maurice J., Hackensack, N. J., investigation, erasure in application. 154
Office, when employment does not create..... 50
Officer of the United States, definition..... 158
Officers, duty in enforcing act and rules (act)..... 30
to allow use of buildings and otherwise facilitate examinations (act).. 34
and others forbidden to defeat or obstruct persons in their right of examination (act)..... 35
political assessments (act)..... 38
who may administer oaths (statute)..... 44
Offices, holding of two, when salary of either is $2,500, prohibited..... 51
Executive order regulating holding of two..... 51
holding of State or municipal, by Federal officer (note)..... 51
Opinions of Attorneys-General—
Commission not a Department..... 29
The civil-service is within the scope of legislative authority..... 30
Act of the President has all the authority of a statute..... 30
Section 164, Revised Statutes, impliedly repealed by civil-service act..... 31
Appointment contrary to apportionment, valid..... 32
Chief examiner to be appointed by President and Senate..... 34
Detail of clerks to Commission..... 34
Method of appointment repealed by civil-service act..... 34
Family, examination and appointment of..... 37
Political contributions..... 38
Soliciting contributions by letter..... 38
Sufficiency of indictment for soliciting contributions..... 39
Relation of regulation to statute..... 41
Refusal to construe a departmental regulation..... 41
President may restrict or compel an officer..... 41

Opinions of Attorneys-General—Continued. Page.
Preference does not exempt from examination 42
Capacity and fitness under section 1754, Revised Statutes, determined by appointing power 42
Preference in Census act not absolute 42
Definition of "Departmental service," and certificate of county officer ... 43
Narrowing of statutory requirement as to residence unauthorized 44
Actual bona fide residence 44
Statute regulating hours does not apply to Commission 47
Hours of labor, and Saturday half holidays 47
Hours of laborers and mechanics fixed by Congress binding on United States officers and contractors with the United States 47
Absence on military duty not chargeable to leave 47
Leave extended only for sickness 48
Inhibitions which do not apply to the Commission 48
A retired army officer holding civil office 50
Volunteer army officer may hold civil office 50
Detail of general appraiser without additional pay permissible 50
When employment does not create an office 50
Former rules binding until repealed 55
Powers and restrictions in vesting appointments 55
Clerks at $900 or $1,000 within the scope of the civil-service act, and examination must precede promotion or appointment 58
Classification of free-delivery post-offices 59
Chief clerk, chiefs of bureaus, and translators in State Department 59
Special examiners in Pension Bureau 59
Appointment complete before taking oath 59
The requirements of law must be observed in making appointments 59
The word "selected" implies intent to exempt 59
War emergency employees and method of filling vacancies 59
No transfer of naval paymaster's clerk on sea duty 60
Army officer on detail not in classified service 60
Positions not classified by merger of offices 60
District of Columbia employees not affected by civil-service act 60
Production of examination papers can not be compelled 63
Official records can not be compelled as evidence without express authority of law 63
Natives of Philippines and Porto Rico 65
Requirement of citizenship for appointment to Federal service in Philippines and Porto Rico 65
Requirement of section 39 of immigration act of March 3, 1903, met by certificate of naturalization 65
Effect of delivery of certification of eligibles 68
Power of appointment not destroyed by limitation to three 68
Appointment after revocation of order canceling selection is not permissible 69
Irregularity in certification cured by appointment 70
Appointment before classification not subject to probation of six months. 70
Temporary special agents of Census Office not classified 71
Permanent appointment, May 29, 1899, limited to temporaries under Rule VIII 72
Reinstatement of Spanish war employee, and discretion, vested by word "may" in Rule IX 75
Reinstatement of contract surgeon in civil war 75

Opinions of Attorneys-General—Continued. Page.
Enlistment in the "general service" not a basis for reinstatement 75
Canceled reinstatement certificate does not extend eligibility 75
Quartermaster's volunteers reinstateable 76
Refusal to review adverse decision of Commission on military reinstatement 76
Reinstatement to a position which has become competitive 76
President may impose duty of giving testimony under oath to Commission. 89
Influencing legislation 85
Reinstatement, status of position at time of separation not material 156
Transfers between Executive departments and independent bureaus 156
Department, construction of term 156
Transfers, service limitations 157
Eligibility for appointment of several members of same family 37, 158
Deputy collectors of internal revenue, status 158
Officer of the United States, definition 158
Employees, efficiency, determination of 158
removal, power of 158
Retired officer, Revenue-Cutter Service, appointment 160
Temporary appointments, Land Service 31, 160
Promotion for assignment to other duties than those contemplated by appropriation 51, 161
Carriers entitled to compensation while serving as examiners 34
Opinions of the Comptroller of the Treasury—
Details of employees from one dapartment to another 161
Orders, Executive. (*See* Executive orders.)
Ordnance Department at Large, table showing, by place, the number examined and the number that passed and that failed .. 196
table showing the per cent that passed and the number appointed during the year 209
Orphans. (*See* Preference accorded soldiers and sailors in reduction of force.)
Panama. (*See* Isthmian Canal Service.)
Orrell, Harry J., chief engineer, United States mint, Philadelphia, Pa., investigation, political activity 148
Partisan activity of officeholders (Rule I, and notes) 55
Paymaster's clerk, naval, on sea duty, not transferable (opinion of Attorney-General) 60
Penal statutes 52
Bribery 54
Conspiracy 54
Counterfeiting writing 54
Counterfeiting writing, accessory in 54
Definition of 52
Extortion by public officer 53
False testimony in connection with naturalization laws 53
Perjury 52
Perjury, indictment for 53
Perjury, subornation of 53
Perjury, subornation of, indictment for 53
Political contributions 53
Political contributions in navy-yards 53
Solicitation for gift to superior 54
Defeating the purpose of examinations (act) 35
Civil-service act (sections 11, 12, 13, 14) 38

Page.

Penal statutes—Continued.
Giving or receiving a valuable consideration for services or influence of a public officer 54
Forgery 54
Penalties for like offenses to be alike (Rule XII, sec. 1) 86
for improper recommendation for promotion (Rule XI, sec. 3) 85
Penalty for violation of provisions regarding political assessments and contributions (act, sec. 15) 40
for refusal to furnish testimony (Rule V, sec. 4) 66
Pension Bureau, special examiners in, subject to civil-service rules 59
Pension examining surgeons, not to be transferred (Rule X, sec. 4) 79
excepted from examination (Schedule A) 94
Perjury (statute) 52
indictment for (statute) 53
false oath in application (note) 66
subornation of (statute) 53
subornation of, indictment for (statute) 53
Peterson, J. T., clerk, post-office, Mobile, Ala., investigation, political activity .. 143
Philippine civil service, establishment and progress 17
Philippine civil-service board, Commission shall assist (Rule IV, sec. 2) 64
Philippine Islands, inhabitants of, not citizens of United States (opinion of Attorney-General) 65
Philippine Service, table showing, by kind of examination and sex, the number examined, the number and per cent that passed, and the number appointed during year 217
table showing number of competitors in examinations for, by place of examination 195
transfer from (Rule X, sec. 10) 82, 83
Commission to conduct examinations for (Rule IV, sec. 2) . 64
Political activity and assessments, warnings of the Departments 57
of Federal employees, restrictions as to (Rule I, sec. 1) 55
Attorney-General's letter of November 22, 1901 (note) 56
Commissioner of Internal Revenue's instructions 56
conduct in regard to which the Commission can not interfere. 56
extract from Executive instructions, July 14, 1886 (note) 56
extract from President's letter, June 13, 1902 (note) 55
Postmaster-General's instructions (note) 56
Secretary of State's instructions (note) 56
provisions regarding (act) 38
of unclassified employees (note) 56
Commission's jurisdiction limited in (note) 56
Navy-yards, exceptions to Rule I, sec. 1 57
amendment of Rule I, sec. 1, as to (Executive order) 104
employees in the competitive service 7
investigations of (*See* Table of Contents) 139–150
Political affiliations of boards of examiners (Rule IV, sec. 1) 64
of Commissioners (act) 29
not to be elicited by form or questions (Rule I, sec. 2) 57
Political assessments and contributions, by whom and from whom, and in what places they may not be solicited or received, with penalties (act, secs. 11 to 15) 38
sufficiency of indictment for (note) 39

Page.

Political assessments, words of statute sufficient in indictment for (note) 39
solicitation of, by letter to an employee in a public building (note) 39
of navy-yard employees (statute) 53
officers and employees prohibited from soliciting (statute) 53
act prohibiting, is constitutional (note) 53
Political coercion, forbidden (act) 32
Political contributions, and service not obligatory (act) 32
and assessments. (*See* Political assessments, etc.)
act prohibiting, is constitutional 53
indictment for, sufficiency of (note) 39
in navy-yards (statute) 53
section 12 of act regarding, is constitutional 39
voluntary, not forbidden 38
solicitation of, by letter (opinion of Attorney-General). 38
investigation of (*See* Table of Contents) 140, 141, 143, 147
Political object, promotion of, by gifts from civil-service employees to members of Congress unlawful (act) 54
Political opinions (Rule I, sec. 2) 57
no recommendation involving disclosure of, to be considered (Rule I, sec. 3) 58
what discrimination on account of, includes (note) 57
Political service, no obligation on employees to perform (act) 32
Politics and religion (Rule I) 55
Porto Rican civil service, establishment and scope. 18
transfer from 30
Porto Rican Civil Service Commission, Commission directed to assist (Executive order) 30, 109
Porto Ricans eligible for examination for classified service (opinion of Attorney-General) 65
Porto Rico, eligibility of citizen of, for appointment 41, 65
Positions, classified and excepted. (*See* Classified positions excepted from examinations, Schedule A.)
excepted from apportionment (Rule VII, sec. 2) 70
lists of, to be furnished the Commission (Rule XIII, sec. 2) 88
not classified (Rule II, sec. 1) 58
trades. (*See* Trades positions.)
table showing approximate number of, in service, by years, etc.... 248
table showing number of, by States, on July 1, 1906, additions by appointments and subtractions by separations during the fiscal year 245
Postmaster-General, instructions of, on political activity 56
directed to classify post-offices 36
Postmasters, political activity of 56
fourth-class, tenure of office 16
proposed classification 16
Post-office classification, how and when to be made (act) 36
Post-Office Department, positions in, excepted from examination 93
clerks excepted from examination under certain conditions (Executive order) 106
Post-offices, consolidation of, rule regarding classification of employees (Rule II, sec. 8) 62

Page.
Post-offices, classification of (Executive order) 13, 111
new free-delivery, classification in (Rule II, sec. 7) 62
rules to apply to (opinion of the Attorney-General) 59
table showing changes in, in cities of 75,000 or more 232
table showing number of positions of various grades in the seven largest 236
table showing number and percentage of separations from the seven largest 236
Post-office service, classification of (act) 36
probationary period of clerks and carriers (note) 69
reinstatement of substitute carriers (note) 77
table showing, by kind of examination and sex, the number examined, the number and per cent that passed, and the number appointed during year 217
table showing, by offices, the number of persons examined for, and the number that passed and that failed 201
table showing number of competitive positions in, and number of persons examined, passed, and appointed, with percentages 250
table showing summary of changes in, during year 242
transfers in (Rule X, sec. 6, and notes) 79
Preference accorded soldiers and sailors—
In age limitations (Rule V, sec. 5) 66
In appointment and retention (statute) 42
In certification of eligibles without regard to apportionment (note) 71
In eligible average (Rule VI, sec. 2) 67
In laborer appointments 97
In reduction of force (act of August 15, 1876) 42
In reinstatement (Rule IX) 75
Section 1754, Revised Statutes 42
Section 1754, Revised Statutes, rights under, preserved (act) 37
Not mandatory 42
Only in case of equal qualifications 42
Purely an executive power 43
Does not exempt from examination 42
Soldier's widow, proof required in reinstatement (note) 77
In assignment and transfer from Railway Mail Service (statute) 43
Executive order concerning 69
President, authority of, to prescribe regulations concerning appointment (sec. 1753, R. S) 41
Authority of acts of 30
Letter of, on political activity of officeholders (note) 55
Printing to be arranged for by Secretary of Interior (act) 35
Pritchard, C. L., deputy collector of internal revenue, sixth district of Virginia, investigation, political activity 150
Pritchett, Sim W., Bascom, Fla., investigation, forgery 155
Probationary appointment (Rule VII, sec. 1) 69
reinstatement not a second (note) 77
Probationary period, notes concerning 69
retention in service beyond, equivalent to absolute appointment (Rule VII, sec. 1) 69

Page.

Probationary period, temporary service when counted as part of (Rule VIII, sec. 5) 74
to precede absolute appointment (act) 32
not required prior to classification 70
coincident with temporary employment 74

Professional, scientific, and technical examinations—Departmental Service (exclusive of Railway Mail and Indian services), table showing number appointed from each examination during each year, 1883–1907 221

Prohibitory statutes without penalties 48
civil pension roll prohibited 48
definition of 48
details 52
details from outside for duty in the District of Columbia. 49
holding of two offices where salary of either is $2,500 51
lapsed salaries 49
no compensation for extra services 52
no Department officer to charge for oath to employee 51
no employment except on specific appropriation 49
persons formerly in Departments not to prosecute claims in them 48
prohibition of voluntary services except in emergencies .. 48
transfers not permissible for three years after appointment. 52
solicitation of political contributions (act) 39

Promotion (Rule XI) 83
transfer and reinstatement, examinations for, by sex and branch of the service, table showing number that passed and that failed during year 202
transfer involving (note) 78
age limitations and apportionment to be observed (Rule XI, sec. 2, cl. a) 84
regulations to be observed in making transfers (Rule X, sec. 1) 78
examination required for, by law (act) 36
not to be made without examination (act and Rule II, sec. 2) 36, 60
oath of, not to be charged for by notary who is also an officer of Department 51
before regulations are adopted, limitations of (Rule XI, sec. 2) 84
competitive tests for (Rule XI, sec. 1) 83
counters, Treasury Department 80
eligibility for, term of (note) 84
examination for, character of (note) 83
examination for, when required (Rule XI, sec. 2, cl. b) 84
from nonexcepted to excepted position (note) 83
from subclerical to clerical (note) 83
improper recommendation for, penalties (Rule XI, sec. 3) 84
laborers, in grade, classified by Executive order 84
of apprentices (note) 83
of a person reinstated to a lower position than that from which separated (Rule XI, sec. 5) 86
of persons employed for occasional duty (notes) 83
order of, among substitutes (notes) 85
rights of, not forfeited by temporary service in higher grade (note). 83
substitute employed temporarily (note) 84

Page.
Promotion, substitute, effect of former service (note) 83
superintendent of Indian school (Rule XI, sec. 2, cl. c) 84
classified laborers (Executive order) 109
Promulgating order of civil-service rules 55
Prosecution of claims by employees, statute 48
by former employee of Commission not subject to section 190, Revised Statutes 48
Publications of the Commission 101
bearing on civil-service reform 102
Public Health and Marine-Hospital Service—
Noneducational examinations for, statistics of 196
Table showing, by kind of examination and sex, the number examined, the number and per cent that passed, and the number appointed during year 209
Excepted positions in (Executive order) 107
Qualifications of applicants (Rule V) 65
certificate of naturalization, sufficiency of 65
Coast and Geodetic Survey in Philippines, citizenship may be waived 65
false oath on application is perjury (note) 66
natives of Philippines and Porto Rico not citizens of United States 65
Panama, Isthmus of, requirement of citizenship may be waived 65
Porto Rican entitled to registration by labor board. 65
removal of employee who resigns without due notice 66
which President may prescribe 41
Quartermaster's Department at Large—
Honolulu, classification (Executive order) 113
Table showing, by place, the number examined and the number that passed and that failed 196
Table showing the per cent that passed and the number appointed during the year 209
Railway Mail Service, changes in, during year, statistics of 231
statistics of examinations for, during year 207
substitute force of, table showing changes in, during year. 231
table showing number examined for, by legal residence, and the number that passed and that failed during year. 197
table showing number of competitive positions in, and the number of persons examined, passed, and appointed, with percentages, during several periods 249
Ratings and eligibility (Rule VI) 67
competitors to be notified of their (Rule VI, sec. 1) 67
ineligibles may be certified when no eligibles (Executive order) 67
papers rated simultaneously (note) 67
Reclamation Service, table showing, by place, the number examined and the number that passed and that failed 196
table showing the per cent that passed and the number appointed during the year 209
Reclassification of employees, recommendations 16
Recommendations by members of Congress not received under certain conditions 38

Page.

Recommendations disclosing political or religious opinions not to be considered (Rule I, sec. 3) 58
for promotion which may not be considered (Rule XI, sec. 3). 84
for legislation concerning appointments (Executive order). 110
Recorder of Deeds, Washington, D. C., examinations for clerical positions in office of (Executive order) 30
Records, production of, in court 63
inspection of departmental, by Commission, authority for (Rule VIII, sec. 5) 74
of examinations and minutes of proceedings, Commission to keep (act) 33
Reduction of force, provision for transfer 81
Reductions, as penalties, to be alike for like offenses (Rule XII, sec. 1) 86
or promotions in discretion of head of Department (statute) 42
of salaries and increase in number of clerks, within discretion of head of Department (statute) 42
of force, head of Department to retain veterans in making (statute). 42
Register of eligibles, for promotion (note) 84
restoration to (Rule VII, sec. 1) 69
Register of one or two eligibles, temporary appointments from (Rule VIII, sec. 3) 73
Register of the Civil Service Commission, historical 185
Registers of eligibles (*See* Eligible registers.)
Regulations, President may prescribe (sec. 1753, R. S.) 41
construction of 41
force of 41
legal effect of (note) 41
subordinate to Executive authority 41
affecting laborers, discussion of, enumeration of 97
authority of Commission to make (Rule XVI) 90
authority of department to make (opinion of Attorney-General) .. 41
for examinations to be made by Commission (act) 33
governing appointment of unclassified laborers in the Departments at Washington 97
governing appointment of unclassified laborers outside of Washington 97
governing certain branches of the service outside of Washington. 100
departmental (statute) 41
special, temporary employment 72
Reinstatement (Rule IX) 74
in Philippines for purpose of transfer (note) 83
promotion and transfer, number examined for, and that passed and that failed 202
of person removed on charges, statement required in (note) .. 77
a question of administrative discretion 75
actual reappointment, when may occur (note) 76
certificate for, must be followed by actual service, to renew eligibility 75
conditions of (notes) 75
contract surgeon in civil war within time limit exception 75
decision of Commission concerning, not open to review 76
effect of revocation of dismissal order (note) 77

Page.

Reinstatement, eligibility for, will not be determined by Commission until request is received from Department (note) 76
examination for (Rule IX, cl. b) 75
for purpose of transfer (note) 83
"general service clerks," no status for 75
intoxication, as affecting eligibility for (note) 77
matters to be proved by soldier's widow before (note) 77
not a second probational appointment (note) 77
not allowed after request for certification (note) 79
of soldiers, sailors, their widows, and army nurses (Rule IX, cl. a) 75
of widows of soldiers and sailors, proof required (note) 77
presumption as to cause of separation (note) 77
promotion to former grade after (Rule XI, sec. 5) 86
proof of residence in (note) 76
provision for apportionment 76
"quartermaster's volunteers" within time limit exception 76
relative position of substitute carrier in (note) 77
separation for delinquency or misconduct, a bar to (Rule IX) .. 74
status of position, when material (note) 76, 156
time limit in, exceptions (Rule IX, cl. a) 75
what constitutes service in civil war (note) 77
in the Customs Service at various ports during year 237
in the Departmental Service at Washington, by Departments and offices 229
in the entire Classified Service, by branches of the service during year 242
in the Internal-Revenue Service, at various offices, during year. 240
in the Post-Office Service, at various offices, during year 232

Relative standing. (*See* Ratings and eligibility; *also* Eligible registers.)

Religion, politics and (Rule I) 55

Religious opinions, eliciting disclosure of, or discrimination on account of, forbidden (Rule I, sec. 2) 57
no recommendation involving disclosure of, to be considered (Rule I, sec. 3) 58

Removal (Rule XII) 86
for inefficiency not bar to reinstatement (Rule IX, note) 77
incident to power of appointment, Woods *v.* Gary 87
no property right in an office, Morgan *v.* Nunn 87
power of courts to question, Taylor *v.* Taft 86
procedure in, under control of Executive, Carr *v.* Gordon 87
regulations concerning, enforcement of, by courts, Flemming *v.* Stahl. 87
not to be made for failure to make political contributions or to render political service (act) 32
not to be made for failure to make political contributions (act) 39
of veteran for inefficiency, Keim *v.* U. S 43
compensation after illegal, decision in case of U. S. *v.* Wickersham ... 87
not restricted by the rules, except for political reasons (note) 86
discrimination in, for political or religious opinions forbidden (Rule I, sec. 2) 57
enumeration of good causes for (Rule V, sec. 4) 66
presumption in, when made in large numbers of the same party (note) 57

Page.
Removal, discretion of allowing time for defense in (Rule XII, sec. 3)..... 86
like penalties for like offenses (Rule XII, sec. 1)..... 86
procedure required in (Rule XII, sec. 2)..... 86
reasons for, to be filed (Rule XII, sec. 2)..... 86
summary..... 86
to be for such causes as will promote the efficiency of the service (Rule XII, sec. 2)..... 86
when considered for delinquency or misconduct..... 66
without notice (Rule XII, sec. 2)..... 86
Removals. (*See also* Separations.)
from Customs Service, table showing number of, during year..... 237
from the Departmental and Government Printing services, by Departments and offices, during year, statistics of..... 230
from the entire Classified Service, by branches of the service, during year, statistics of..... 242
from the Internal-Revenue Service, by offices, during year, statistics of..... 240
from New York custom-house, by positions, during year..... 239
from the Post-Office Service, various offices, number during year, and number and per cent from the seven largest post-offices, 1896–1907..... 236
Report, annual, Commission to make (act)..... 33
features of previous..... 178
Reports, to Congress, annual (statute)..... 44
to heads of Departments, monthly (statute)..... 44
to President, quarterly (statute)..... 45
of Commission to contain statement of reasons for any necessary exceptions (act)..... 33
on act, rules, and regulations (act)..... 33
to contain statement of number and salaries of inefficient employees (statute)..... 44
Reports of changes, in the Service (Rule XIII)..... 88
provision in act for..... 33
appointing officer to make (Rule XIII, sec. 1)..... 88
Residence, legal. (*See* Legal residence.)
Resignation without notice, regarded as removal for delinquency (note)..... 66
Restoration to register of probationers, conditions of (Rule VII, sec. 1, cl. *c*).. 69
Retention, veterans perferred in (statute)..... 60
Retired officer of the Army may be appointed superintendent Indian school without competitive examination (Rule II, sec. 10)..... 62
of the Navy continued on active duty as chief of Bureau..... 50
of the Army does not vacate his commission by accepting civil office..... 50
Retransfer, covered by act of June 22, 1906, providing for transfers..... 78
conditions of (Rule X, sec. 3)..... 78
examination not required for (note)..... 78
Revenue-Cutter Service, appointment of retired officer of..... 160
Revised Statutes and Statutes at Large affecting the classified civil service..... 41
Revision of classifications, how and by whom to be made (act)..... 60
Riddle, Robert W., Ashland, Ala., misstatements in application..... 151
Robertson, M. M., chief clerk of pension agency at Des Moines, Iowa, investigation, political activity..... 142

Page.
Robinson, D. A., postmaster at Dallas, Tex., investigation, solicitation of political contributions 6, 141
Rules, civil-service. (*See* Civil-service rules.)
Rules, Commission to aid President in preparing (act) 30
Rural carriers, not to be transferred (Rule X, sec. 4) 79
Rural Free Delivery Service, transfer of carriers in, forbidden 79
Russell, Benjamin F., deputy collector of internal revenue, First district of Missouri, investigation, political activity 149
Sailors. (*See* Preference.)
Salaries, classification by 98
of Commissioners (act) 29
lapsed (statute) 49
amounts paid employees in classified service in 1903 248
(*See also* Compensation.)
Salary, withholding of (Rule XV) 89
restriction on appointment to a second office (statute) 51
not applicable to one employed merely in violation of Executive orders. 89
payment of temporary Spanish war employees 89
presumption of compliance with law and rules 89
withholding of, indebtedness to United States 50
Schedule A of classified positions excepted from examination. (*See* Classified positions excepted from examination, Schedule A.)
Secretary of the Commission, provision of act for 33
Secretary of the Interior to furnish rooms and accommodations for the work of the Commission and stationery and other articles (act) 35
Secretary of the Treasury directed to classify employees (act) 35
Secret Service, Treasury Department—
Table showing, by place, the number examined and the number that passed and that failed 196
Table showing the per cent that passed and the number appointed during the year 209
Section 1753, Revised Statutes 41
confirmed so far as consistent with civil-service act 37
Section 1754, Revised Statutes 42
confirmed by civil-service act 37
preference confined to appointment 43
Sedgwick, Horace, employee of Government Printing Office, investigation, political activity 144
Selection from certification for regular appointment (Rule VII, sec. 1, cl. b) ... 68
for temporary appointment (Rule VIII, sec. 3) 73
Senate, appointments subject to confirmation by, not classified (act) 36
voice of, in selection of Commissioners (act) 29
Separation, when a bar to reinstatement (Rule IX and note) 74
Separations, table showing number of, from Customs Service at various ports during year 238
table showing, by Departments and offices, number of, from Departmental and Government Printing services during year ... 230
table showing number of, from entire classified service, by branches of the service during year 242
table showing number of, from various offices of the Internal-Revenue Service during year 240

Page.

Separations, table showing number and per cent of, from seven largest post-offices during years 1896–1907 236
table showing number of, from various post-offices during year... 233
table showing, from competitive classified service by fiscal years . 243
Sex, when distinctions of, are made in certification (Rule VII, sec. 1, cl. a)... 77
appointments are open to either (statute) 42
Shannon, Stephen E., Lucas, Miss., investigation, irregularity in application... 154
Shipping Commissioners, excepted positions at certain ports (Executive order).. 107
Showman, George E., letter carrier, investigation, political activity 140
Sickness. (*See* Leaves of Absence.)
leave extended for (statute) 46
Smith, A. C., chairman Republican county campaign committee, investigation, solicitation of political contributions 140
Soldiers. (*See* Preference.)
Solicitation for gift to superior (statute) 54
Spain, emergency employees necessitated by war with (opinion of Attorney-General) 59
Spanish war, temporary employees, classification 59
payment of 89
reinstatement 75
Special agents, Interstate Commerce Commission (Executive order) 103, 108
Special employees, Treasury Department—
Table showing, by place, the number examined and the number that passed and that failed 196
Table showing the per cent that passed and the number appointed during the year 209
Special examiners of Pension Bureau subject to rules 59
Special mechanics, draftsmen, etc., under Navy Department, regulations governing (Rule III, sec. 3) 64
Specific appropriations determine the numbers and rates of pay of employees in Departments (statute) 49
State Department, order by Secretary Hay concerning political activity 56
chiefs of bureaus in, subject to civil-service rules 59
Statistical information, tables containing 195
examinations and appointments 3, 23
apportionment 161
extracts from Census Bulletin No. 94 186
(*See also* Table of Contents.)
Status of employees in positions becoming classified (Rule II, sec. 6) 61
attained by special examination for temporary employment 72
Statutes affecting the classified civil service 41
directory 41
penal 52
prohibitory, without penalties 48
Stewart, Robert J., Manson, N. C., investigation, forgery 156
Subclerical positions, examination required for promotion from (Rule XI, note). 83
Subornation of perjury (statute) 53
Substitutes, promotion of (Rule XI, notes, and sec. 4) 85
in Post-Office Service, transfer of (Rule X, sec. 6, and notes) 79
effect of former service as, in promotion (note) 84
order of promotion (notes) 83
senior, waiver of right to promotion (note) 84

Page.
Substitutes, temporary, status of, for promotion (note) 84
transfer of, regulation regarding six months' prior service (Rule X, sec. 8, cl. a, and note) 80
transfer of, to regular position (note) 79
Subtreasury service, table showing, by place, the number examined and the number that passed and that failed 196
table showing the per cent that passed and the number appointed during the year 209
Sundays. (*See* Hours of business and labor.)
Superintendent of Indian schools, promotion to (Rule XI, sec. 2, cl. c) 84
Surgeons, pension examining, not to be transferred (Rule X, sec. 4) 79
Tate, George W., letter carrier, investigation, political activity 139
Technologic branch, Geological Survey, classification (Executive order) 112
Temporary appointment (Rule VIII) 71
acceptance of, not to affect eligibility or probationary period (Rule VIII, sec. 5) 74
authority of Commission to inspect departmental records of 74
certifications for (Rule VIII, sec. 3) 73
experience gained in, no preference (Rule VIII, sec. 5). 74
extension of, general authority for (note) 74
from register of one or two eligibles (Rule VIII, sec. 3). 73
job employment (Rule VIII, sec. 4) 73
knowledge by local board, when sufficient 72
permanent employment of temporaries (Rule VIII, sec. 5) 74
registers, when to be taken from (note, Rule VIII, sec. 3) 73
reports of 72, 74
special regulations 72
when no eligibles available (Rule VIII, sec. 2) 72
revision of Rule VIII (Executive order) 105
number of, statement concerning 13
outside of Washington, D. C., authority for 72
special agents, Census Office 71
when may be made regular (Rule VIII, sec. 5) 74
without certification 71
in higher grade, right to promotion not forfeited by (note) 83
table showing, in Customs Service at various ports during year 237
table showing, in Departmental and Government Printing services in Washington and elsewhere during year 228
table showing, in entire Classified Service during year. 242
table showing, in Internal-Revenue Service at various offices during year 240
table showing, in various post-offices during year 232
when there are fewer than three eligibles (Rule VIII, sec. 3) 73
Temporary employees, incident to war with Spain, classification of 59
hand service 160

Page.
Term of eligibility (Rule VI, sec. 3) 67
for reinstatement (Rule IX) 75
Testimony, duties of officers and employees regarding (Rule XIV) 88
refusal to furnish, penalty for (Rule V, sec. 4) 66
reasonableness of duty imposed by rule 89
Thayer, E. S., investigation, solicitation of political contributions 6, 141
Time limit, for reinstatement with exceptions (Rule IX, cl. a, and notes) 75
Tolbert, John A., Augusta, Ga., investigation, attempted bribery 155
Torpedo planters and mine planters, exception of position on 93
Trades positions, apprenticeship required for (Rule V, sec. 6) 67
Transfer (Rule X) 78
and promotion rules to be read together (note) 78
of employee acquiring classified status, examination required for (Rule II, sec. 6) 61
within the nonapportioned service (Rule X, sec. 6) 79
restriction on, of employee appointed within three months before classification of an office (Rule II, sec. 6) 61
three years' service required (statute) 52
to position of carrier of person appointed prior to classification (Rule II, sec. 6) 61
naval paymaster's clerk on sea duty has no status for (opinion of Attorney-General) 60
absolute appointment necessary to (Rule X, sec. 8, cl. a) 80
age limitations to be observed (Rule X, sec. 8, cl. b) 81
apportionment to be observed; exception (Rule X, sec. 8, cl. c) 81
service limitations, amendment to (Rule X, sec. 8, cl. a, and Executive order) 103, 104
construction of term "Department" in transfer rule 156
service limitations 157
apportionment, when waived (note) 81
clerks and carriers, Post-Office Service 79
counters, Treasury Department 80
detail, employment for, not authorized 78
examination for, when required (Rule X, sec. 8, cl. d) 82
when not required (note) 76
examination may be waived (Executive order) 82
extension of free-delivery, status of certain persons (note) 79
from excepted to competitive positions forbidden; exception (Rule X, sec. 2) 78
from field services of a Department to its bureaus at Washington, D. C. (note) 82
from nonapportioned to apportioned service, legal residence to be proved (Rule X, sec. 9) 82
from Philippine Service (Rule X, sec. 10) 82
from Porto Rican Service (Executive order) 30
laborers, classified by Executive order 84
legal residence once proved, sufficient unless changed (note) 82
limited to lowest class in a grade; exceptions (Rule X, sec. 1) 78
must be on certificate of Commission, unless otherwise provided (Rule X, sec. 8) 80
necessary reduction of force 81
of operatives, etc., in Bureau of Engraving and Printing (Rule X, sec. 7) 80

Page.

Transfer of physicians employed as pension examining surgeons and of rural carriers, forbidden (Rule X, sec. 4) 79
Panama, Isthmus of, to United States (note) 83
period of service required before 81
Philippines to United States (notes) 83
reinstatement for purpose of (note) 83
same class of work, construction of rule (note) 82
exceptions 82
required in (Rule X, sec. 8, cl. c) 82
status of certain Treasury employees for (Rule X, sec. 7) 80
subordinate to promotion (Rule X, sec. 1) 78
substitute can not be transferred to regular position (note) 79
substitute force of post-offices (note) 79
where promotion is involved (note) 78
without certificate, in the apportioned service (Rule X, sec. 5) 79
no examination required in (note) 79
promotion and reinstatement, number examined for, and the number that passed and that failed 202
in the Customs Service at various ports during year 237
in the entire Classified Service, by branches of the service, during year 242
in the Internal-Revenue Service at various offices during year 240
in the Post-Office Service at various offices during year 232
to and from the Departmental and Government Printing services in Washington and elsewhere, by departments and offices, during year 228
to the apportioned service, by States, from 1883 to 1907 220
to the substitute force of the Railway Mail Service 231
Traveling expenses of Commissioners (act) 29
of Chief Examiner (act) 33
Treasury Department, positions in, excepted from examination 92
classification of employees under 35
Turner, John W., Alexandria, Va., fraud in application 151
Unclassified laborers, summary of regulations governing appointment of 97
Unclassified positions (Rule II, sec. 1) 58
Union Agency, classification of 126 employees (Executive order) 113
Unskilled laborers. (*See* Laborers.)
Vacancies in Commission, how filled (act) 29
in the service, how filled (Rule VII) 67
in the service, provision of law concerning (act) 31
Veteran preference. (*See* Preference accorded soldiers and sailors.)
Veterans, rights of, not prejudiced by act (act) 37
to be preferred for appointment (sec. 1754, R. S.) 42
to be preferred in laborer appointments 97
to be preferred in reduction of force (act of Aug. 15, 1876). 42
removal of, as inefficient (*see* Preference) 43
Voluntary service, when unlawful and when lawful 48, 60
Volunteer Pension Branch of War Department not classified by merger with Record and Pension Division (opinion of Attorney-General) 60
Vouchers, irregularities in. (*See* Fraud.)
Walker, Frank A., Hillsdale, Ill., investigation, irregularity in examination ... 154
Walsh, Thomas E., Chicago, Ill., fraudulently impersonated 151
War Department, positions in, excepted from examination 92

Page.
War Department employees (opinion of Attorney-General) 59
subsequent vacancies in positions of (opinion of Attorney-General) 60
War of the Rebellion, dates of opening and closing (note) 77
Watson, Charles E., Chicago, Ill., clerk in the Navy Department, fraudulent impersonation by 7, 152
Watson, James, Chicago, Ill., fraudulent impersonation of 7, 152
Weaver, Thomas W., Donaldsonville, Ga., investigation, forgery 156
Widow of a soldier, applicant for reinstatement as (Rule IX, note) 77
Women, clerkships open to (statute) 42
widows of veterans to be retained in reductions of force (statute) 42
Work. (*See* Duties.)
Workmen. (*See* Laborers.)
Young, James H., deputy collector of internal revenue, Raleigh, N. C., investigation, political activity 145
Young, Samuel E., postmaster, investigation, solicitation of political contributions 7, 140

O

UNIV. OF MICH.
APR 2 1910